# Issues Relating to the Cooperative Extension Service

July 1997

Agricultural Matters
Evaluation Committee

Indiana Legislative Services Agency

## Legislative Evaluation and Oversight

The Office of Fiscal and Management Analysis is a Division within the Legislative Services Agency that performs fiscal, budgetary and management analysis. Within this office teams of program analysts evaluate state agency programs and activities as set forth in IC 2-5-21.

The goal of Legislative Evaluation and Oversight is to improve the legislative decision-making process and, ultimately, state government operations by providing information about the performance of state agencies and programs through evaluation.

The evaluation teams prepare reports for the Legislative Council in accordance with IC 2-5-21-9. The published reports describe state programs, analyze management problems, evaluate outcomes, and include other items as directed by the Legislative Evaluation and Oversight Policy Subcommittee of the Legislative Council. The report is used by an evaluation committee to determine the need for legislative action.

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# Preface

Each year, the Legislative Services Agency prepares reports for the Legislative Council in accordance with IC 2-5-21. In accordance with Legislative Council Resolution 15-96, this report concerns issues relating to the Cooperative Extension Service. It has been prepared for use by the Agricultural Matters Evaluation Committee.

This report pays particular attention to the possibility of expanding services to areas such as medical planning and child care.

We gratefully acknowledge all those who assisted in the preparation of this report. The staffs of the Cooperative Extension Service and the Division of Family and Children were helpful in their response to our requests for information.

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# Acronyms List

| | |
|---|---|
| 4-H | National Youth Development Program |
| AFDC | Aid to Families with Dependent Children (former U.S. welfare assistance) |
| CES | Cooperative Extension Service |
| CFS | Consumer and Family Sciences |
| CSR | CES Project: Community Systemwide Response Initiative |
| DFC | Division of Families and Children |
| ECI | Eastside Community Investments (Indianapolis) |
| EFNEP | CES Project: Expanded Family and Nutrition Education Program |
| FNP | CES Project: Family Nutrition Program |
| FSSA | Indiana Family and Social Services Administration |
| FTE | Full Time Equivalent |
| GROW | CES Project: Guidelines, Responsibility, Options, and Self-Worth |
| IMPACT | Indiana Manpower Placement and Comprehensive Training (self-sufficiency track for welfare recipients) |
| LEAD | CES Project: Legal Education to Arrest Delinquency |
| LSA | Legislative Services Agency |
| OFC | Local Offices of Families and Children |
| SIFT Profiles | Status of Indiana Families...Today and Tomorrow |
| STEP AHEAD | Local Planning Councils that address the needs of |

families and children

TANF Temporary Assistance to Needy Families

USDA United States Department of Agriculture

WIC Women, Infants and Children Supplemental Food Program

# Introduction

"Putting Knowledge to Work" is the purpose of the Cooperative Extension Service (CES). The Extension Service is an educational partnership between federal, state, and county governments and the nations' land-grant universities[1]. The land-grant university in Indiana is Purdue University. The mission of the Purdue University Cooperative Extension Service is:

> "The education of Indiana's citizens through the application of the land-grant university research and knowledge base for the benefit of agriculture, youth, families, and communities."[2]

It is meant to be a bridge between academic learning in agriculture, natural resources, family and consumer sciences, community development, leadership, and youth, and the "real life" settings in which this learning is or can be applied.

The purpose of this evaluation is to provide an overview of Indiana's Cooperative Extension Service and evaluate "the possibility of expanding services in areas such as medical planning and child care" that would complement the state's welfare reform efforts[3]. The first section will be a general review of the Extension Service's mission, structure, and current activities. The second section will consider how CES is positioned to help welfare recipients make the transition to work and self-sufficiency.

This evaluation is based on interviews with CES staff, attendance at CES programs, and a state-wide survey conducted by Indiana University. Interviews specifically focusing on welfare reform were also conducted with CES staff and administrators from the Family and Social Services Administration's Division of Family and Children (DFC). A survey of local Office of Family and Children (OFC) Directors responsible for local implementation of the State's welfare program was also completed (surveys included in Appendix 1).

## Highlights - Chapter 1: An Overview of CES

Purdue University CES is part of a national organization in which decision making is highly decentralized. Local county office staff, with the help of university specialists and their research, make significant programmatic decisions based on local needs and conditions. These decisions are guided by national and state priorities developed with local input. This decentralized structure gives Purdue University CES the flexibility needed to meet the changing needs of Indiana's citizens and is therefore one of its greatest assets.

Reflecting the levels of its organizational structure, CES is funded primarily by the federal government, states, and counties. Public funding, however, has become increasingly tight since the mid-1980's. Three important changes have resulted:

1. Reductions in county staff.
2. Increases in project specific funding.
3. A greater need to seek private funding.

These changes have management and programmatic ramifications. CES will have a better chance of meeting these challenges if they are able to clearly convey their purpose and their impact in Indiana.

## Highlights - Chapter 2: A Role for CES in Welfare Reform

This report finds that Purdue University CES provides programs and expertise that would benefit Indiana citizens trying to move from welfare to work. It also finds that the misson, legislative mandate, and program priorities of CES are consistent with their participation in welfare reform. CES is in fact already providing ad hoc support to welfare recipients and welfare service providers. To play a more significant, formal role in welfare reform CES will require more financial and staff resources in the Consumer and Family Sciences program area. They will also need to make some changes to program curricula and teaching approaches to better serve the needs of low resource audiences. To orcestrate their welfare reform efforts, CES should develop a more structured management and planning framework for the project.

[1] Land Grant Universities were established by the Federal Government to provide instruction, conduct research, and offer extension education programs. Their instructional mission was outlined in the Morrill Act of 1862. The research mission was added in 1887 with the passage of the Hatch Act and the extension mission was added in 1914 with the passage of the Smith-Lever Act.

[2] Provided by the CES office at Purdue University

[3] Legislative Council Resolution 15-96

# Chapter 1:
# An Overview of the Cooperative Extension Service

## I. The Need for the Cooperative Extension Service

The Cooperative Extension Service arose from the belief that university research could provide practical, non-biased information and knowledge to citizens and business people and lead to greater individual and community prosperity. Land-grant universities, which house CES in every state, were established to advance research in areas, such as engineering and agriculture, that were considered to be of practical use in people=s daily lives and essential to economic development. The extension service acts as a link between the universities and the public, through which information on important problems and issues can be transferred. The specific areas where this linkage is needed change over time but have traditionally included agriculture, home management, and youth development.

## II. Legislative Mandates

The concepts central to the Cooperative Extension Service date back to the establishment of land-grant universities by the federal government. The Cooperative Extension Service formalized relationships that were developing between farmers and agricultural researchers on improved farming techniques and other skills that would enable farm families to prosper. The Smith-Lever Act passed by Congress in 1914 extended CES to every state and defined its purpose as follows:

> ACooperative agricultural extension work shall consist of the development of the practical application of research knowledge and giving of instruction and practical demonstrations of existing or improved practices or technologies in agriculture, home economics, and rural energy, and subjects relating thereto...@

The U.S. Department of Agriculture (USDA) oversees the Cooperative Extension Service. CES programs are administered by the land-grant universities in each state. In Indiana, Purdue University is the land-grant university responsible for the Cooperative Extension Service. County governments and the states are also part of this partnership. The State of Indiana further defines the role of the Purdue University Cooperative Extension Service (see Appendix 2 for the authorizing statute). It provides, in statute, broad guidelines for the use of federal, state, and local funds:

> A(1) provide and carry on educational programs in agricultural production, home economics, family living, management, public affairs, community development, and recreation;
> (2) assist other university programs of education, research and assistance established for the welfare of citizens of Indiana;
> (3) conduct 4-H club and other work with youth;
> (4) give information and counsel to producers, distributors, and consumers regarding production, processing, and marketing and utilization of agricultural products;
> (5) give counsel and technical assistance that will conserve the soil fertility and other natural resources; and
> (6) cooperate with farmers, farmers= organizations, home economic organizations, and other rural and urban organizations.@

Both the federal and state statutes provide the Cooperative Extension Service with very broad parameters within which to work. As a result, CES has a great deal of flexibility in fulfilling its mandate and is able to respond relatively quickly to changing needs over time. This is one of the reasons CES has been in existence since 1914.

## III. Organizational Structure, Staff, and Budget

### Organizational Structure

The Cooperative Extension Service is a three-way partnership between the federal, state, and local governments. The U.S. Department of Agriculture houses the federal Cooperative Extension office which is responsible for long-term planning and issue identification, coordination of multi-state efforts, the dissemination of best practices between states, and the maintenance of standards and accountability. The federal office establishes, in collaboration with state and local offices, a set of national priorities to guide extension activities.

The Cooperative Extension exists in all fifty states and in U.S. territories. The state=s land-grant university, or its equivalent, directs extension efforts at the state level. State offices are responsible for planning and coordinating state wide and multi-county efforts, conducting research, advising and training local educators, and facilitating the partnership between the university and the public. In Indiana, CES is based in Purdue=s School of Agriculture in collaboration with the Schools of Consumer and Family Sciences and Veterinary Medicine.

**FACTS AND STATS**
**Indiana CES**

| | |
|---|---|
| Age of the Coop. Ext. Service: | 83 years |
| Number of County Offices: | 92 |
| Number of Faculty Specialists: | 136 |
| Faculty Specialists FTE: | 72 |
| Number of Extension Educators: | 273 |
| Extension Educators FTE: | 266.5 |
| Number of Volunteers (approx): | 41,204 |
| Current Annual Budget: | $ 38,941,132 |

The Cooperative Extension has an office in almost every county in the nation and all the counties in Indiana. These offices are staffed by educators with general specialties that pertain to the needs of the local community. It is the county offices that are responsible for insisting on research that is appropriate to local needs and keeping the state and federal staff apprised of those needs as they change over time. The local offices are also expected to initiate local planning efforts and work closely with other local organizations to understand and respond to local needs. They conduct educational programs and provide ad hoc advice to local organizations and the general public.

## Cooperative Extension Service Program Areas

Indiana=s Cooperative Extension Service provides programs and technical assistance in four main areas:

- Agriculture and Natural Resources
- Community Development / Public Policy
- Consumer and Family Sciences (CFS)
- 4-H / Youth Development

The relative importance of each area and the programs used will vary depending on the community being served. The content of the programs within each area may also vary from office to office depending on the needs of the local community. Appendix 3 lists programs currently used by different counties throughout Indiana.

## Cooperative Extension Service Staff

A general description of the staff positions for CES in Indiana are included in this section. The responsibilities of individual staff members will vary, however, to meet the needs of their clients. Efforts are made at the local, regional, and state level to build a team dynamic that will enable individual staff members to share their knowledge and experience.

### Director

The Director of the Purdue University Cooperative Extension Service is responsible for the overall management and planning of CES in Indiana. He works with university researchers, extension specialists, and local educators to identify priority areas for extension and oversees the allocation of resources. He ensures that these priorities reflect, and are reflected by, national priorities. Formal relationships between CES and its government sponsors, as well as Purdue University, also fall under his purview.

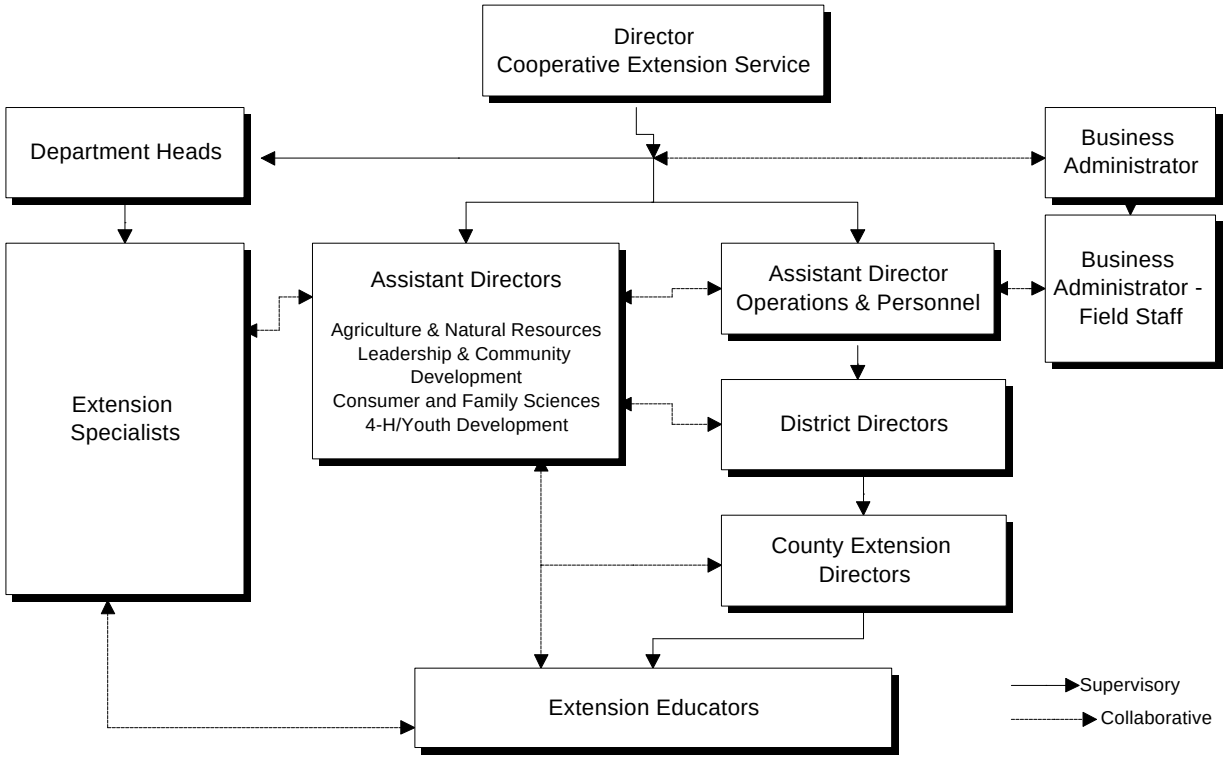
### Assistant Directors

Assistant directors, one for each program area, are responsible for the development and coordination of statewide educational programs, resource procurement, and in-service training for the county educators. They act as the Extension=s liaison with other university outreach programs in Indiana.

There is also an Assistant Director of Operations and Personnel responsible for administrative management, budgeting and finances, equal employment opportunity, staff development, and in-service training, as well as

personnel recruitment and screening of field staff.

# PURDUE COOPERATIVE EXTENSION SERVICE




## Extension Specialists

Extension specialists are members of the Purdue faculty and staff who may hold joint extension-research appointments in the School of Agriculture, the School of Family Sciences, or the School of Veterinary Medicine. They conduct ongoing research in one of the four program areas, research that is guided by the needs that become apparent through working with the CES field offices. Their salaries are paid, in part, from state and federal appropriations to CES. The specialists are responsible for translating technical and academic ideas and expertise into practical advice applicable to the larger community. They are responsible for conducting local training sessions and act as an ongoing resource for the CES field staff.

## District Directors

There are five CES districts, each with a director. The directors are responsible for program development and coordination, personnel administration, and resource procurement within their district.

### A Year in the Life of a Specialist in Consumer and Family Sciences (CFS)

- Trained new Family Nutrition Program (FNP) educators.
- Conducted monthly training updates for FNP educators
- Hired new FNP state trainer.
- Established an FNP bi-monthly newsletter.
- Met with Regional Food Stamp Director to confirm CES leadership in providing nutrition education to limited resource audiences.
- Worked to strengthen the relationship between CES and FSSA and county offices of the DFC.
- Shared nutrition education ideas and worked on collaborative projects with WIC, Indiana Department of Health, FSSA, and Marion County Health Dept.
- Obtained $726,036 in federal funds for FNP and enabled ten new counties to offer the program.
- Worked with other specialists to develop an FNP Money Management curriculum.

Source: Excerpts from a CFS Specialist Annual Review (specifics will vary for specialists in the other program areas)

### County Extension Directors

Each of the 92 county offices has a director. The director is a member of the local team of extension educators. Their first priority is conducting educational programs and providing advice in their program area. As director, however, they are also responsible for personnel administration, program coordination, and resource procurement for the county office.

### Extension Educators

Extension educators have expertise in at least one of the four program areas. They are responsible for program planning and development, program accountability, volunteer leadership, interagency collaboration, and community development. The educators have Master's Degrees in subjects relating to their program area and receive at least 12 days of ongoing training annually. (See Appendix 4 for an example of a CES educator job description.)

**Consumer and Family Sciences Educator Activities at a Glance**

- Coordinated monthly nutrition education displays with Office of Family and Children during food stamp and AFDC distribution.
- Conducted educational programs on food and nutrition for students, extension homemakers groups, and county residents.
- Attended monthly training sessions provided by CES specialists and central staff and participated in various teleconferences and meetings on Consumer and Family Sciences issues.
- Worked closely with Step Ahead and area social service providers on CES participation in family support and preservation efforts including providing sanitation, food safety, nutrition, hygiene, and financial management training to public assistance recipients.
- Worked with Step Ahead on child care provision and conducted training on child care.
- Conducted Have a Healthy Baby program in area high schools for pregnant teens to prevent low birth weight babies.
- Organized programs on leadership and parenting.
- Taught the Have a Healthy Baby program to court ordered mother referred by Office of Family and Children.

Source: Excerpts from a CFS Educator Monthly Log (specifics will vary for specialists in the other program areas)

### Program Assistants

Program assistants are employed in several counties to assist educators in coordinating larger extension programs in 4-H/Youth and Consumer and Family Sciences. The program assistants are county employees but may receive funding from other sources. For example, a number of program assistants receive federal support through the Expanded Food and Nutrition Education Program (EFNEP). There are approximately forty (40) program assistants working with CES. Some counties also employ summer program assistants.

### Staffing Levels and Distribution

Staffing levels have changed over the past ten years as a result of reductions in federal funding[4]. In the 1984-85 budget year CES had 480.88 FTEs budgeted. In the 1996-97 budget year there were 445.74 FTEs budgeted. This represents a loss of just over thirty-five full time positions. These losses were among specialists (27 FTEs lost) and extension educators (41.57 FTEs lost). Gains occurred in the Administrative/Professional category which does include specialists that do not have a faculty appointment (33.5 FTEs gained). Overall, the greatest cuts have occurred among county extension educators. Increases in county and state funding in the early 1990s prevented further staff cuts. Today each county has a minimum of two educators with the exception of Ohio and Union counties which have one. In the past, the base number of educators per county was three (See Maps on pages 7 & 8).

Given current funding levels, counties generally do not have educators skilled in each of the four program areas - Agriculture, Community Development, Consumer and Family Sciences, and Youth. Within each district, however, there will be extension educators in each of these areas who will serve more than one county. Specialists in Consumer and Family Sciences are further specialized into the following areas:

- Food and Nutrition:
  health issues relating to diet and nutrition, food safety
- Family Resource Management:
  decision making, resource management, consumer and environmental issues

[4] Federal funding has declined in real terms (after accounting for inflation). See the budget section: funding trends for details.

- Human Development:
  individual, family, friendships and social support, community, society

Rarely will each county have Consumer and Family Sciences (CFS) educators qualified in each of these specialty areas. They will, instead, rely on educators from nearby counties to cover services they cannot handle locally.

The amount of staff and overall staff effort varies according to program area, with agriculture receiving the greatest effort and community development and leadership the least. This distribution of resources has been consistent over the past four years with CFS increasing slightly. Generally this distribution reflects the traditional priorities of CES but does not indicate where - urban or rural areas - the majority of resources are spent or how this has changed in the recent past.

## Information Transfer/Training

Central to the mission of the Cooperative Extension is the transfer of university learning to the general public for practical use. The transfer should also occur in the opposite direction with the realities of practice informing academic research. It is difficult to identify all the ways in which this transfer is accomplished, but one important vehicle is through training sessions and conferences among specialists (including those from other program areas or states), specialists and educators, educators and the public, and specialists and the public. Each year the Purdue Extension office puts together a staff development series of over fifty training sessions covering all of the program areas. The majority of training sessions are related to agriculture and youth but overlap does occur with other program areas. For example, a three day training program entitled **Facilitating the Wise Use of Land and Natural Resources in Your Community** was appropriate for both agriculture and community development staff.

**EFFORT BY AREA**

| Program Area | 1993 | 1994 | 1995 | 1996 |
|---|---|---|---|---|
| Agriculture & Natural Resources | 44.4% | 46.5% | 44.4% | 43.4% |
| Leadership & Community Development | 5.1% | 4.8% | 4.8% | 5.2% |
| Consumer & Family Sciences | 16.7% | 16.5% | 18.2% | 19.6% |
| 4-H / Youth | 33.8% | 32.2% | 32.7% | 31.8% |

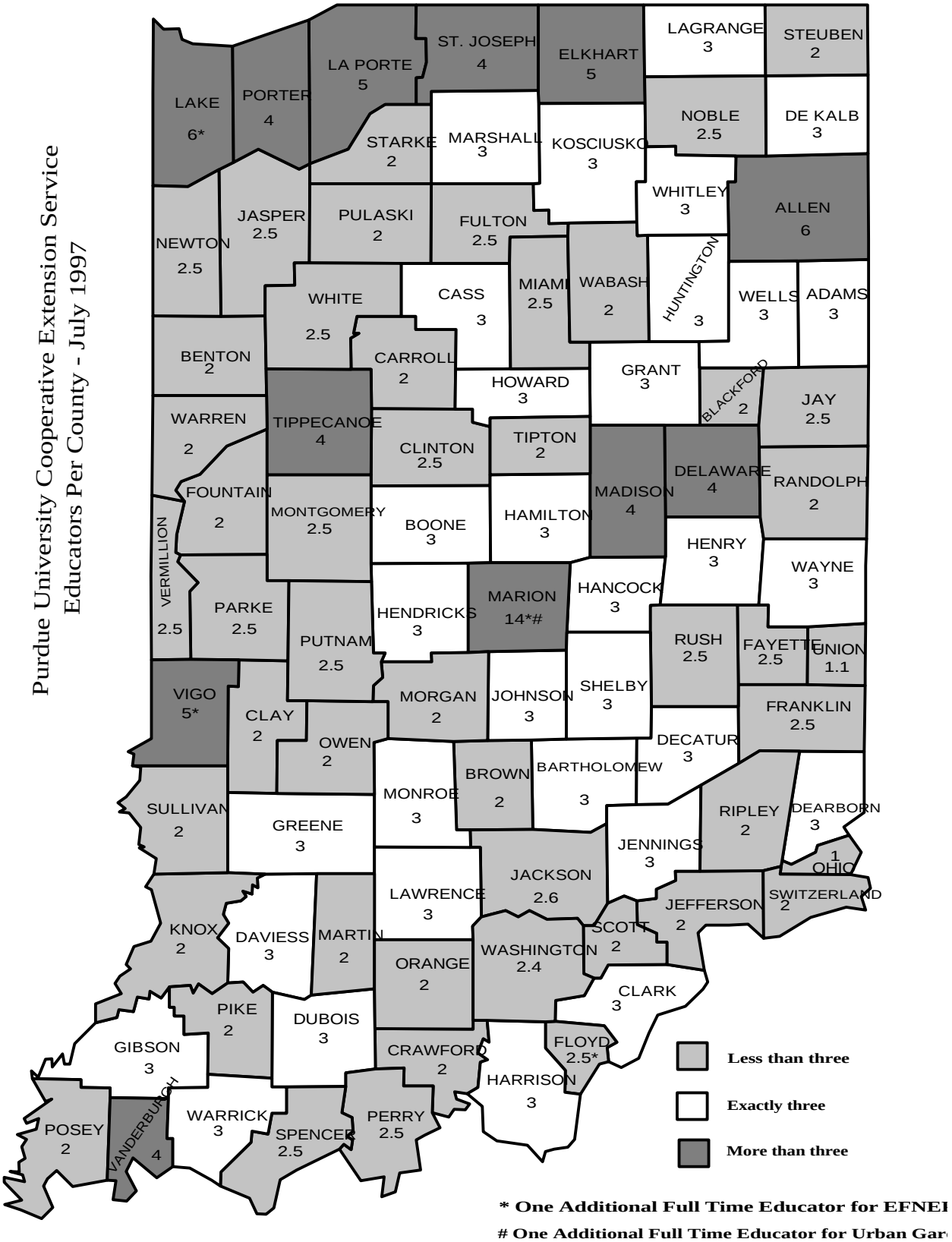
Source: 1996 State Summary: IPR and Clientele Contacts, Purdue Cooperative Extension Service

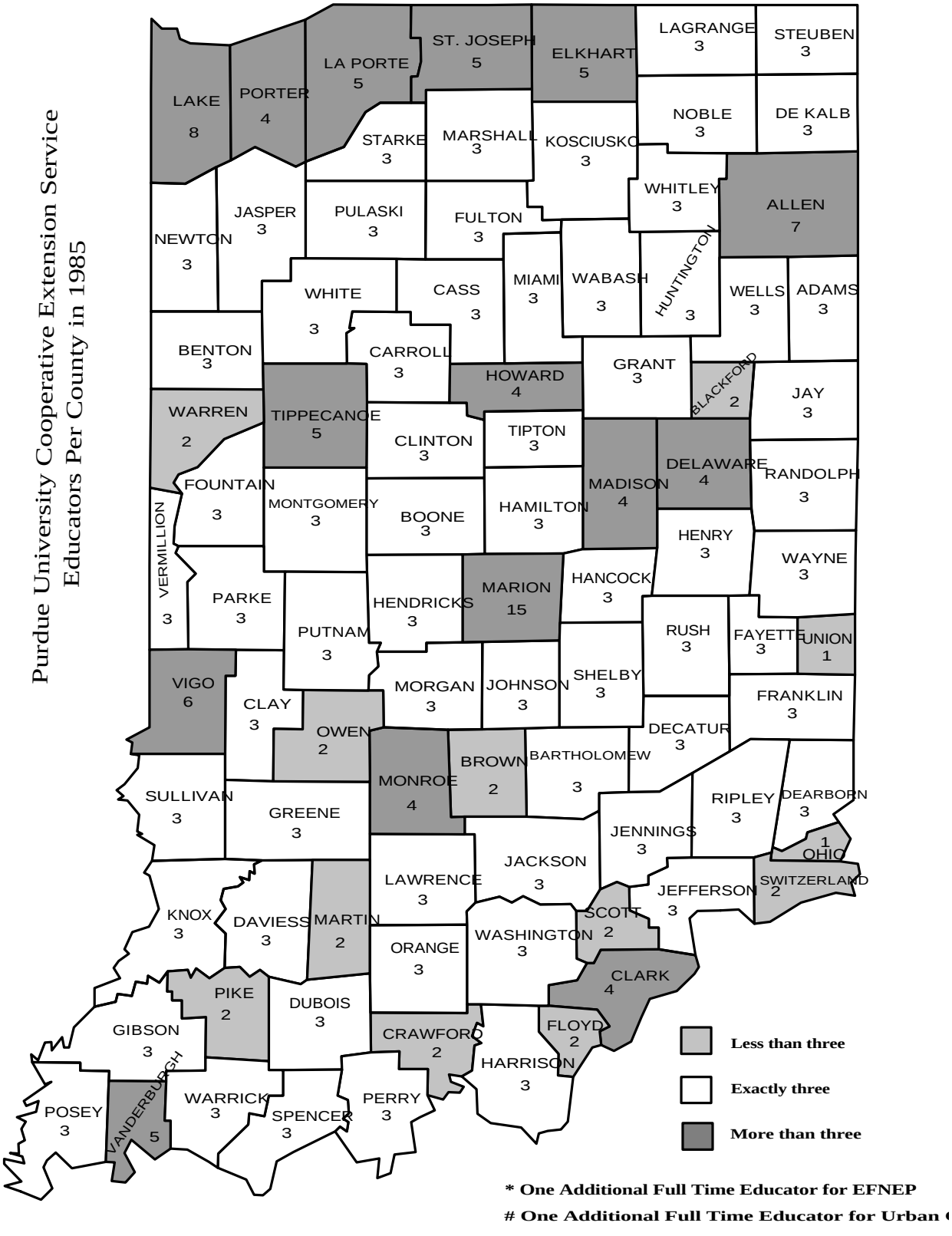
The training sessions are generally conducted by extension specialists and attended by educators. However, many of the programs are also designed for volunteers, collaborators, and client groups. The training sessions are designed so that participants can take the material learned back to the relevant public in their locality. Training sessions are often used to introduce new programs to educators that have either been recently developed or are used by other states or counties. For example, several training sessions were offered this year to either introduce or update educators on the **Have a Healthy Baby Program** that is currently underway in at least forty-two Indiana counties. Similarly, several training sessions were offered on the **Community Systemwide Response Initiative**, a joint national program between CES and local juvenile court judges to address youth and family issues. These training sessions provide a framework for the local community to use when establishing a local program. Specific skills training, ranging from use of the World Wide Web to program evaluation methods, are also offered annually.

Training sessions occasionally serve as working groups, with educators and their collaborators evaluating existing projects and the lessons they have learned while implementing the projects locally. **Beyond GROW and LEAD** (Guidelines, Responsibility, Options, and Self-Worth and Legal Education to Arrest Delinquency) was one such training offered this past fall to experienced educators implementing these two youth development programs.

Educator/specialist conferences by program area and national association meetings are convened annually to link university and field staff within and outside the state. These conferences keep staff abreast of new programs, approaches, needs, and priorities in their program area and in Extension as a whole. There is also an annual staff meeting for the same purpose that is attended by all Indiana CES staff.

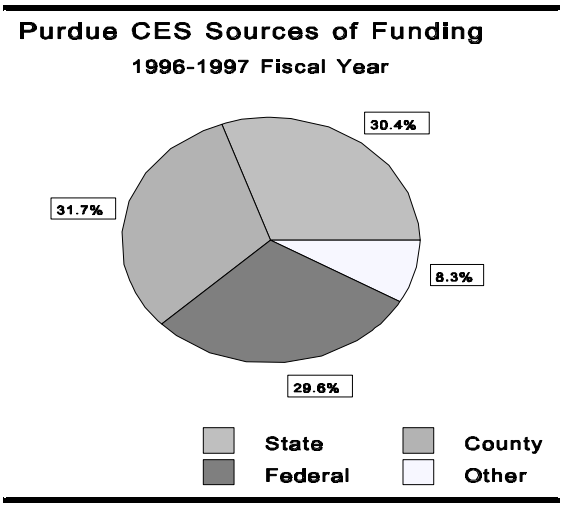
Purdue University Cooperative Extension Service
Educators Per County - July 1997




Purdue University Cooperative Extension Service
Educators Per County in 1985
LAKE 8
PORTER 4
LA PORTE 5
ST. JOSEPH 5
ELKHART 5
LAGRANGE 3
STEUBEN 3
NOBLE 3
DE KALB 3
STARKE 3
MARSHALL 3
KOSCIUSKO 3
WHITLEY 3
ALLEN 7
NEWTON 3
JASPER 3
PULASKI 3
FULTON 3
WHITE 3
CASS 3
MIAMI 3
WABASH 3
HUNTINGTON 3
WELLS 3
ADAMS 3
BENTON 3
CARROLL 3
HOWARD 4
GRANT 3
BLACKFORD 2
JAY 3
WARREN 2
TIPPECANOE 5
CLINTON 3
TIPTON 3
MADISON 4
DELAWARE 4
RANDOLPH 3
FOUNTAIN 3
MONTGOMERY 3
BOONE 3
HAMILTON 3
HENRY 3
WAYNE 3
VERMILLION 3
PARKE 3
PUTNAM 3
HENDRICKS 3
MARION 15
HANCOCK 3
RUSH 3
FAYETTE 3
UNION 1
VIGO 6
CLAY 3
OWEN 2
MORGAN 3
JOHNSON 3
SHELBY 3
FRANKLIN 3
DECATUR 3
BROWN 2
BARTHOLOMEW 3
MONROE 4
SULLIVAN 3
GREENE 3
RIPLEY 3
DEARBORN 3
JENNINGS 3
OHIO 1
LAWRENCE 3
JACKSON 3
SWITZERLAND 2
JEFFERSON 3
KNOX 3
DAVIESS 3
MARTIN 2
SCOTT 2
WASHINGTON 3
ORANGE 3
CLARK 4
PIKE 2
DUBOIS 3
GIBSON 3
CRAWFORD 2
FLOYD 2
HARRISON 3
VANDERBURGH 5
WARRICK 3
SPENCER 3
PERRY 3
POSEY 3
Less than three
Exactly three
More than three
* One Additional Full Time Educator for EFNEP
# One Additional Full Time Educator for Urban

## The Cooperative Extension Service Budget

The Cooperative Extension Service receives funds from the federal government, the state, and Indiana=s ninety-two counties. Their overall budget for FY96-97 was $38.9 million with 30.4% from the state, 29.6% from the Federal Government, and 31.7% from counties. The remaining 8.3% of their budget came from grants and other sources. Approximately 47% of the CES budget is used on the Purdue University campus to support the central staff, extension specialists, and operational expenses. These on-campus expenses are paid by state, federal, and grants/other funds. The field offices are supported by county, state and federal appropriations and make up 53% of the total CES budget. (See Appendix 5 for greater detail.)




### Federal Funding

Federal funding is received through two appropriations which are allocated to each state according to a federally determined formula. The Indiana portion received by Purdue is as follows:

| **Federal Funding** | **Budget 1996-97** |
|---|---|
| General Appropriation | $9,618,574 |
| Sponsored Programs | $1,912,185 |
| **Total Federal** | **$11,539,759** |

The Ageneral@ federal appropriation covers the extension as a whole including salaries, benefits, and operating expenses. There are certain programs and priority areas required by the Federal Government and funded through the general appropriation. They are:

- 4-H: Urban
- 4-H: Rural Development
- Water Quality
- Rural Development
- Sustainable Agriculture
- Small Farmer

The second federal appropriation, Asponsored programs@, is project specific. It includes funding for the following programs:

- Farm Safety ($18,734)
- Pesticide Impact Assessment ($38,526)
- Pest Management ($215,400)
- Expanded Food and Nutrition Education Program (EFNEP) ($1,193,739)
- Renewable Resources ($47,235)

Other programs receive special federal allocations for a limited grant period. For example, the pilot program **Space Station Indiana**, designed to teach children math and science in an applied setting, was funded through last October by a grant from the U.S. Department of Agriculture. Similar projects include the Upper Tippecanoe Hydrologic Unit Area and the Upper Kankakee Hydrologic Unit Area projects and a project for educating and training disabled farmers.

### State Funding

State funding is also provided in two appropriations.

| **State Funding** | **Budget 1996-97** |
|---|---|
| General Fund | $5,810,709 |
| Line Items | $6,031,314 |
| **Total State** | **$11,842,023** |

The AGeneral Funds@ appropriation goes to Purdue University and is then allocated to the School of Agriculture for on-campus teaching, research, and extension activities. The State ALine Items@ appropriation category is made up of two parts: one for county agricultural extension educator salaries only, and one for agricultural research and extension. This second part of the line item appropriation is used to support educator salaries and a variety of agricultural

programs not related to Extension.

## County Funding

County funding is a more significant portion of the CES budget in Indiana than in surrounding states in which state funding is greater (see graph in Appendix 6). Counties decide what they will appropriate to support CES in their county. They may change funding levels at their discretion but in so doing acknowledge that such changes may impact staffing and programming in the county office.

| **County Funding** | **Budget 1996-97** |
|---|---|
| **County Total** | **$12,333,342** |

Under Indiana statute, counties are responsible for supporting the following elements of the CES field office located in their county:

- Salaries for secretarial and clerical staff,
- Travel expenses for the extension educators,
- Office rent,
- Office supplies and equipment, and
- Incidental expenses.

The counties also contribute one-third to one-half of the salaries and associated personnel costs of the first two extension educators in the field office. They fund an even greater portion of any additional educators hired. County support varies depending on the size of the county and how many educators they have on staff. Appendix 7 shows the worksheet used by CES to determine the counties= share of extension educator salaries. Despite this blended funding, all extension educators are officially employed by Purdue University and receive Purdue benefits.

## Other Funding

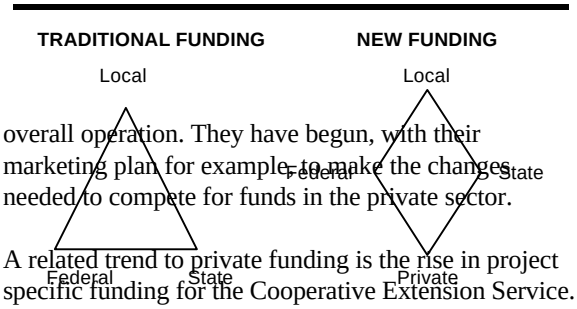
Other funding comes from a variety of sources. Most other funding is allocated for a specific purpose, while a very small portion may be used to support staff and general operating expenses.

| **Other Funding** | **Budget 1996-97** |
|---|---|
| Non-Fed. Program | $2,299,778 |
| Gifts | $94,660 |
| Other | $831,570 |
| **Total Other** | **$3,226,008** |

Funding has been received in this category from private corporations, foundations, and societies. Specific grants awarded by state agencies are also included in this category. Examples include the Indiana Pork Producers= year long grant titled **Positioning your Pork Operations for the 21st Century**. Also, the American Society for Agronomy sponsored the development of a **Crop Advisors Certification Program** while the Indiana State Board of Tax Commissioners provided Aother@ funding for a **Fair Market Value Assessment Study**. Grants in this area vary significantly in scope and duration.

## Funding Trends

Until recently, CES has depended entirely on public funding for its operations. Given current conditions in the public sector, this is no longer a realistic funding strategy. The federal government has traditionally been a major source of unallocated funding for CES operations. Yet, their support of CES has declined in real terms since the mid-1980s. Current federal efforts to scale back spending and reduce the budget deficit do not bode well for future CES funding. The current emphasis on devolution to the states make future increases in federal funding even more unlikely. Moreover, as states struggle to administer and finance former federal programs, it is unlikely that CES will receive significant increases in direct, operational funding from state government either.



Source: Working Together: Future Cooperative Extension Service

Constraints on public funding have led CES to consider private funding options. Obtaining sufficient private funding is an entirely different challenge than obtaining public funding. It requires different skills and may necessitate changes in staff, accounting practices, and organizational structure. Private funding is often project specific and time limited. At this point in time, only a very small portion of the CES budget comes from private sources. If this portion is to increase, CES will probably have to make significant changes in its overall operation. They have begun, with their marketing plan for example, to make the changes needed to compete for funds in the private sector.

A related trend to private funding is the rise in project specific funding for the Cooperative Extension Service. These funds often support new, innovative programs and research. Unfortunately, this money is seldom available for ongoing costs of administration and staffing, or program support over the long-term. As a

result, some of the successful pilot programs thus created, such as **Space Station Indiana**, are lost for lack of an on-going revenue source. Project specific funding is also frequently tied to the expertise of specific faculty or to short-term interest in certain subjects, rather than a long-term strategy on how to best accomplish the mission of the Cooperative Extension Service.

# IV. Customers, Priorities, Programs, and Collaboration

## Customers

The Cooperative Extension Service, as a public entity, serves all taxpayers. In doing so, CES works with people from a variety of backgrounds and living environments. When the service was founded, the majority of the state=s population lived in rural areas. Given this tradition, CES is often known for its work with farmers and their families and, through the 4-H program, with youth. These continue to be very important areas for the Extension, but with the population shift towards urban and suburban areas, they are only part of Extension=s overall effort.

Some programs within CES target specific populations. For example, the **Expanded Food and Nutrition Education Program (EFNEP)** is designed for low resource families. Traditional programs such as 4-H also have specialized elements of their program to appeal to urban populations. CES is making a national effort to strengthen its role in urban areas. Tension, however, exists between maintaining their traditional strength and support in rural areas and responding to the immediate demands of an increasingly urban population. Much of CES=s vocal support has come from the agricultural sector. New customer groups may not have the influence with funding sources traditionally provided by agriculture.

### Challenges to CES Identity

With the shift in population and CES=s focus from rural to more urban areas, the organization has experienced difficult identity issues. At the same time, having a strong identity has become particularly important to CES given recent funding cutbacks and the need to seek out alternative funding sources. Identity issues range from internal debate on the proper role of the Extension to external recognition of the organization by non-traditional clients.

In the past, CES has been able to rely on the quality of their programs and on word of mouth to establish its identity among customers and potential collaborators.[5] This approach was successful when the majority of CES customers were from smaller rural communities with relatively stable populations. Today, however, rural and small town populations have declined significantly and mobility has increased with the average person moving 11 times in a lifetime[6]. CES will have to rely on more formal and expensive ways of reaching customers in the future. They will have to expand their use of the media, particularly television, and actively pursue new communication technology such as the Internet. Currently, CES does have a central WEB site and several county offices have developed their own sites. Maintaining strong working relationships with other area organizations will also help heighten local awareness of CES and may open alternative funding opportunities.

[5] DRAFT Purdue Agriculture Marketing Plan -- Research, Teaching, and Extension, October 21, 1996.

[6] AFuture Works@, Joseph F. Coats, Futurist, vol. 25, May-June 1991, p. 13.

Internal debate over how CES should distribute its resources has intensified with the increasing number and complexity of today=s public problems. The shift from manufacturing to knowledge-based industries and technologies have rapidly changed the workplace and the skills needed to succeed. Greater mobility, economic dislocation, and changes in family dynamics, have all eroded traditional home-based learning such as personal finance, home economics, and interpersonal skills. These are just a few of the problems facing the public that CES could try to address. Sorting out priorities and clearly expressing them to the public will help clarify the identity of CES. Nevertheless, one of the unique aspects of CES is its ability to be flexible and respond to a multitude of issues and populations. Perhaps CES should try to create an identity around this flexibility and its educational mission rather than just specific programs or priority areas.

Having a clear identity will be vital if CES is to compete successfully for scarce public and private funding for its programs. CES will need to market itself to both sponsors and customers and be open to new opportunities. CES now faces competitors in the private sector offering life skills as well as job skills training. These businesses will compete with CES in the potentially profitable markets created by changes in the economy and social structure. This could leave CES to respond to those without the ability to pay for education and training. CES would, in that case, be forced to depend on public and grant funding options (this is not necessarily negative or inappropriate but needs to be recognized).

### Client Recognition

In a state-wide survey completed for this evaluation, 41% of the respondents had heard of the Purdue University Cooperative Extension Service. These respondents tended to be slightly older, more highly educated, and wealthier than those who were not familiar with CES. They were also more likely to be white according to this sample. Living in a rural area did not appear to be statistically significant to a respondent=s knowledge of CES. Of those people familiar with CES, approximately 16% had actually used CES services or participated in CES programs. (See Appendix 1 for the survey methodology, questions, and results.)

Unfortunately, people often do not connect specific CES programs or local staff educators with the larger organization. Confusion about the relationship between Purdue University, CES, 4-H, and other identifiable programs was illustrated by the open ended responses gathered in the state-wide survey. Those respondents that had participated in a CES program or received technical assistance from CES were asked to list these contacts. Several respondents clearly had confused Purdue University=s traditional campus-based education with the Extension Service. Other respondents were unclear about the relationship of 4-H with CES. Staff interviewed in the course of this evaluation also mentioned that often customers, and even staff from other related organizations in the area, didn=t link the work of different educators with the same organization. Client recognition is also made difficult by small inconsistencies, such as local offices listing CES differently in the phone book across the state. This confusion relates directly to the identity problems discussed in the prior section.

Potential collaborators also have some difficulty in recognizing CES and its programs. In a survey of the directors of local Offices of Family and Children (OFC), 89% of the directors knew of CES but only 37% could explain the organization=s mission (See Appendix 1 for details of the survey). This response comes after receiving specific information about CES and how it might collaborate with the OFC. Many of these directors had worked with CES educators on STEP AHEAD councils and other local planning bodies. Twenty eight of the respondents had worked on planning specific programs with CES. Overall, the respondents were most familiar with CES programs in nutrition. Many of them also knew that CES offered programs in money management, parenting, and life skills. Some were familiar with CES youth and teen programs, including **Have a Healthy Baby**, and a few mentioned programs in safety, mentoring, child-care, and fathering. In total, 58% of the OFC directors reported making referrals to CES with a total 913 people referred. Fifty-seven, or 61% of the OFC directors requested information from CES ranging from program descriptions to specific questions on nutrition, health, or other subjects. The relationships between CES and the different Offices of Family and Children varied from no contact to active collaboration. This is only one example of how other organizations perceive and work with CES. Nevertheless, it does show that a rudimentary understanding of CES does exist and is supported by CES participation in community planning efforts and joint program development.

CES appears to be making some effort to increase public recognition of the organization. In 1993, for example, a CES Marketing Task Force put together a manual titled AWorking Together: Communications and Image Building@. The manual includes instructions for

the use of the Purdue CES logo and templates for business cards, stationery, and other public documents. It provides advice on how to put together a successful newsletter, press release, or presentation that will
The School of Agriculture, of which CES is a part, is also in the process of putting together a comprehensive marketing plan. A central goal of this plan is to increase public understanding of the links between research, teaching, and extension at Purdue and their importance to the public. These documents are a testament to the difficulty of maintaining consistency and a unified identity in a highly decentralized organization. This will be an ongoing challenge to CES.

### Finding out about CES

While CES has recognized the identity problems discussed above, it continues to rely on informal methods of reaching customers and collaborators. The informal networks that help people discover CES and benefit from their efforts are extremely important in multiplying the impact of CES. However, as discussed above, informal networks are insufficient in the current environment.

In addition to word of mouth, CES relies on newspapers, radio, and newsletters to inform the public about its programs and accomplishments. The State Fair and county fairs have highlighted 4-H, and to a lesser degree CES as a whole, for decades. Participation by educators and specialists on local task forces, commissions, and boards of local organizations has also served to increase its visibility with community leaders and complementary organizations. Relationships with local schools have been developed to reach the youth population along with similar partnerships with other entities, such as the courts or the local welfare offices, to reach particular populations. These partnerships have proven to be very successful in reaching people in need. Yet, they may not always increase the visibility of the larger CES organization.

As part of their Annual Report, CES tabulates the number of customer contacts made that year. The number of contacts are classified by how customers were contacted and by extension district. The data is also compared to prior years. According to this data, telephones are the most common means of client contact followed by office walk-ins and meetings. Telephone contacts average sixteen per day per county while walk ins average seven per day per county. On average, there are three meetings in each county per day. The data indicate that radio and television spots, as well as newspaper stories and newsletters, are much less common forms of client contact. Visits to homes, businesses, and farms occur approximately twice a day per county. (See Appendix 8 for complete tables for 1996.)

highlight CES as an organization as well as convey specific information.

Unfortunately, while this data provides some idea of CES activities, it does not actually show the nature or impact of client contacts. There is no means of knowing if these contacts are new, if they are followed up with further services, or if the clients met with satisfaction.

## Setting Priorities

Priorities are set at every level of the Cooperative Extension Service in order to allocate effort and resources. As discussed under Organizational Structure, the federal CES office defines national priorities. These are as follows:

**National Priority Areas**

- Managing Change in Agriculture
- Children, Youth, and Families at Risk
- Food Safety and Quality
- Workforce Preparation
- Healthy People...Healthy Communities (proposed)

National conferences provide a forum for local input in setting these priorities. Ideas, curricula, lessons learned, and strategies for meeting these priorities are also shared at conferences. States will use this information to set their own priorities which should take into account their unique demographic characteristics and needs.

State level priority setting culminates in the Plan of Work required of every state by the federal CES office. Compiling this document involves an extensive research and planning effort designed to identify needs and effective responses with input from staff and clients. In Indiana, this document was completed in 1992 and updated in 1997. It is divided into three areas - economics, environment, and human resources - under which CES groups a series of projects. According to the plan, the environmental area has grown the most rapidly. The human resources area is allocated resources equal to the environmental and economic areas combined. Human resources includes

4-H programs as well as programs in Consumer and Family Sciences. The following areas were highlighted in the Plan of Work:

**Base and Target Programs**
**Plan of Work, 1997**

- Agricultural Business Economics
- Animal Production and Welfare
- Farm Safety
- Horticulture: Commercial and Consumer
- Pesticide Applicator Training
- Pesticide Impact Assessment Program
- Integrated Pest Management
- Crop Production, Tillage, and Soil Conservation
- Sustainable Agriculture
- Water Quality
- Renewable Resources Extension Act
- Community and Economic Development
- Youth and Families at Risk
- Family Economic Well-being
- Expanded Food and Nutrition Education Program
- Food Safety and Quality
- Nutrition and Health
- Civil Rights Plan
- Plight of Young Children
- Communities in Economic Transition

Source: 1992-1995 Plan of Work, 1997 Update

Under each area the plan explains the Asituation@ or need and how CES proposes to respond to it. Also included are the indicators of success, the data collected, the target audiences, the implementation plan, and the staff FTE allocated to the program. Unfortunately, this document is not Auser friendly@ and is used mostly by the central office. A better organized and creative document to embody their planning efforts might benefit staff more than this somewhat bureaucratic document. It would certainly be more useful in explaining CES in Indiana to potential clients, collaborators, and funding agencies.

Local Extension offices play a significant role in the Plan of Work process and the identification of state priorities. Ongoing local planning also occurs regularly and is linked to these priorities. Each county has a County Extension Board of approximately 15 people which meet four to six times a year. The board reviews programs being conducted, evaluates program and staff performance, and helps staff identify local needs and priorities. They also assist in personnel evaluation and hiring.

CES is also well known for providing agricultural education and technical assistance to farmers.

## Programs

As explained in the previous section there are four main program areas in the Cooperative Extension:

- Agriculture and Natural Resources
- Community Development / Public Policy
- Consumer and Family Sciences
- 4-H / Youth Development

Educators provide technical assistance in each of these areas as needed by residents. They also implement specific programs to respond to perceived needs and/or specific requests by customers or service organizations. A list of the programs most often used by educators in Indiana is included in Appendix 3.

CES programs are often collaboratively developed by extension specialists and educators. They are also shared by extension programs in other counties and states and then tailored to the specific needs of the local population.

### Examples of CES Programs

One of the Extension Service=s most well known programs is **4-H**. 4-H is designed specifically to educate and empower youth through experiential learning. Specific curriculums have been developed by educators and specialists on subjects ranging from animal husbandry to conflict management. These activities may be completed individually or in a group. Participants are encouraged to take responsibility for their effort, work cooperatively with others, and develop leadership skills.

Two programs closely affiliated with 4-H, and using specialized 4-H curricula, are **Project GROW** and **Project LEAD**. Project GROW works with elementary students (grades 2-4) while Project LEAD works with students in 5th and 6th grade. Both projects aim to develop self-esteem and decision making skills as well as educate children on specific elements of their environment. Student responses to these programs have been positive. They suggest that the programs have helped students to understand the consequences of personal actions and develop positive ways of interacting socially.

**Positioning Your Pork Operation for the 21st Century** is one example of CES efforts to help farmers

stay abreast of new technologies and methods in agriculture. This program, which includes a 200 page book and video tapes, was developed by a multi-disciplinary team of extension specialists over two years of research. Their research considered the costs and benefits of new production systems. This program has been used widely, both in Indiana and in other states, and has been valuable to pork producers= regardless of the size of their operation.

Another program developed in the agricultural area over this past year is **Grain Marketing for Farm Women**. As grain markets become increasingly competitive and global, marketing has become a necessary element of production. This course educates participants on how grain markets work and helps them develop marketing plans. The program helps female members of farm families become more involved in farm operations. Such contributions should, over the long term, improve the operation=s profit margin.

In Community Development and Leadership, Brown and Bartholomew counties= **Caring Community** project is a good example of CES=s potential role in local communities. This project is working to establish the Brown County Community Foundation. Brown county, a small, rural community, identified a variety of public issues that needed attention. They also discovered a number of organizations and people willing to respond to these issues. The county did not, however, have the financial resources needed for the community to take action. Also lacking was an organizational structure to coordinate community action. In response, the local CES educator worked with the community to develop and endow the Brown County Community Foundation. The Foundation was able, last year, to award a variety of grants totaling $7,000 to local organizations. These grants were in the areas of human services, youth, education, arts, culture, citizenship, and the environment.

These are just a few examples of CES projects in Indiana. Other projects, particularly in the area of Consumer and Family Sciences, are summarized in Chapter 2, Section III. The Purdue University Extension office annually compiles impact statements on selected projects throughout the state. These statements summarize the need for the project, its general description, and its results. The 1996 impact statements are available upon request from the Legislative Services Agency.

## Collaboration

CES actively collaborates with other local, state, and national organizations to develop and deliver programs. Appendix 9 includes an extensive list of organizations that CFS educators and specialists work with currently. This list was compiled as part of a regional effort to share information and broaden CES=s network of partners.

Collaboration may take many forms. For example, most local Family and Consumer Sciences educators have worked collaboratively as advisors and participants in the STEP AHEAD planning process. Similar administrative and planning partnerships occur when other educators and specialists act as board members of other organizations or as commissioners to local planning bodies. Specialists often collaborate with other organizations, including the state, as advisors on program development. For example, the HEALTHY FAMILIES program works closely with an extension specialist on program design, curriculum development, and evaluation.

CES also collaborates with other organizations by providing direct services to their customers. The partnership between the Marion County CES and Eastside Community Investments (ECI) in Indianapolis is an example of this type of partnership. ECI is a community development corporation that undertakes a variety of projects including housing redevelopment and offers micro-enterprise loans. Their goal is to improve living conditions and promote economic development on the east side of Indianapolis. In providing a variety of financial programs to the community, ECI recognized that the residents needed help learning the basics of money management. They contacted the Cooperative Extension, as an educational organization, to help them develop and deliver a course on financial literacy. Together, a Purdue specialist, a CFS educator in Marion county, and ECI have developed a pilot program. Titled **Making your Money Work**, this program has shown positive results from the fall and spring classes offered ECI customers.

consistent, long term educational support that has proven to be successful in establishing new habits and practices. This and other collaboration opportunities will be limited by the availability of resources and staff.

Continued collaboration with local, state, and national organizations is an effective way for CES to reach its customers while not duplicating the efforts of other community organizations. Nevertheless, CES must be careful that their partnerships are understood to be with CES as an organization and not simply identified with the particular specialist or educator involved in the partnership. CES must also, given the current financial environment, seek out collaborative opportunities that provide financial support to the organization. Overall, collaboration is an important element in multiplying the impact of the knowledge and information CES seeks to disseminate to the public.

# IV. Evaluation

## Accountability

The Purdue University Cooperative Extension Service has a detailed field office handbook which outlines their systems for internal accountability. The handbook seeks to establish uniform management principles and practices across all CES offices in Indiana. For example, the office management chapter instructs staff on their hours, how to arrange their office, and even how to answer the phone. It also outlines priorities for regular meetings and conference participation. Other chapters in the handbook address employee responsibilities and benefits. Responsibilities include maintaining professional standards, participating in civic activities, and taking advantage of training opportunities. An entire chapter is devoted to professional improvement and the extension educators responsibility for program excellence, leadership development, communication, and professionalism. Specific sections have also been included in the handbook to instruct staff on communications protocol and the role of County Extension Councils and the smaller County Extension Boards.

Finally, the field office handbook also addresses financial accountability. The fiscal section was updated in 1993 while the rest of the handbook dates back to 1989. It outlines reporting requirements and provides forms and instructions for compliance. A separate section details fiscal procedures for specially funded programs such as EFNEP. Program accountability is addressed by a chapter on Evaluation and Reports. This Building on current evaluation efforts, the Purdue will be discussed in greater detail in the Impact section below.

The central CES office at Purdue University must follow accounting guidelines established by the University and its donor organizations and governments.

## Impact

One of the greatest challenges in conducting educational programs is identifying their impact on the participants. This is particularly true for CES since many of their programs try to impact behavior as well as knowledge. Traditionally, evaluation was done by looking at program inputs such as staff hours dedicated to a project or the number of clients served. While these are important elements to consider, they do not indicate if the clients have actually learned anything or altered their behavior as a result of the program. In response to this shortcoming, new emphasis has been placed on outcome measures.

The organization-wide evaluation program used by CES tries to capture both input and output measures. Annually, staff at every level of the organization are asked to put together impact statements on specific projects undertaken that year. The statements include a description of why the project was needed, the project itself, and the results of the project over the past year. The quality of these impact statements vary substantially. While some statements identify changes in behaviors or practices, many still focus on program attendance, hours worked, and other short-term measures of quality and success. The impact statements reviewed did not mention Afollow-along@ studies or benchmarks, both methods for measuring long-term success.

Evaluation is also conducted on a project specific basis. Most projects include an evaluation component, although it may not be formal or in-depth. Projects generally go through a pilot phase during which a special effort is made to identify problems and get feed back from program participants. In some cases participants have opportunities to illustrate their knowledge through activities or presentations. Control groups are occasionally used to isolate the impact of a project or curriculum. Finally, conferences are seen as an opportunity for sharing lessons learned. Examples of evaluation components that track program impacts over the long-term were not provided or discovered.

University Cooperative Extension Service could

develop a strong evaluation component. More efforts could be made to test and evaluate programs within the larger context of CES=s priorities. AFollow-along@ studies could be considered for appropriate projects and formal efforts to share and use lessons learned is needed. Effective evaluation is the basis of a learning organization, one that builds upon its previous efforts rather than disposing of them, only to reinvent them later. Effective evaluation, however, requires an investment of time and resources and its benefits are indirect or not immediately obvious. Therefore, strengthening the evaluation component of CES must be not only a commitment by CES itself but by those who fund the organization.

# Chapter 2:
# A Role for The Cooperative Extension Service in Welfare Reform

## I. Summary of Welfare Reform in Indiana

Welfare reform demonstration projects in Indiana began in 1994 with the Bayh Administration obtaining federal approval for waivers. Welfare reform was fully adopted into law by the Indiana General Assembly in 1995 (SEA478; PL46-1995). The enactment of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 by the U.S. Congress further influenced welfare reform in Indiana. The act eliminated the federal entitlement program Aid to Families with Dependent Children (AFDC) and established the Temporary Assistance for Needy Families (TANF) block grant for states to provide time-limited cash assistance.

Prior to implementation of the federal legislation, the federal government reimbursed states for expenditures incurred based upon an annually determined federal matching rate. Indiana=s welfare expenditures have been matched at a rate of about 63% with federal funds in recent years. With the new legislation and the TANF block grant this mechanism has been changed. TANF block grant allocations are determined on a formula basis with increased flexibility for their use by states. States may use TANF funds in any Amanner reasonably calculated to accomplish the purpose of TANF@. Allowing for the state=s maintenance of effort requirements and anticipated public assistance expenditures, Indiana should realize a surplus of TANF funds estimated by the State Budget Agency to be about $78 million for state FY97 and $122 million for FY98.

Reform in Indiana was based on the concept that welfare recipients could, with public support, become self-sufficient members of the working population. Welfare reform seeks to place recipients in jobs that pay a living wage and help them develop the skills to succeed in the workplace. It charges the state with helping recipients gain access to child care, transportation, medical care, and other similar services that will allow them to make the transition to work. Reform also emphasizes the need to develop living skills, such as money management and parenting, for recipients to maintain self-sufficiency.

**OBJECTIVES OF WELFARE REFORM**

- To help all AFDC recipients become employed and self-sufficient through acceptance of personal responsibility for themselves and their families.
- To make work more financially rewarding than public assistance.
- To strengthen families by helping them to obtain the stability that self-sufficiency encourages.
- To make public assistance temporary, not a permanent way of life.
- To develop a partnership between business and government to stimulate economic development to increase the capacity for new jobs.
- To develop a partnership between the public assistance recipient and government to ensure that a recipient=s individual commitment to self-sufficiency complements the efforts of government to provide basic opportunities during the public assistance period.
- To sanction those who do not accept responsibility for themselves and their families.

*Indiana Human Resource Investment Council, A Statewide Assessment of Local and Regional Welfare*

Specifics of welfare reform include time limits for assistance, written pledges by welfare recipients to accept the welfare system requirements and responsibility for their future and family, and sanctions for failure to uphold these pledges. As of July 1, 1996, support is limited to a lifetime total of 24 months per recipient and their family unit with some exceptions. Depending on their skill levels, recipients will either receive intensive job or vocational training and/or be placed in a full time job with on-the-job training. During this period they will receive support services such as child care and medical care. In some cases, their welfare benefits may reach them in the form of a salary via their employer who will be reimbursed by the state.

At the center of welfare reform is the expectation that local communities - including businesses, community organizations, private citizens and local governments - will assume responsibility for its success. Local communities, through existing structures such as the STEP AHEAD process, have been charged with evaluating their needs and developing plans for responding to these needs.

## II. Needs Identified

The first step in evaluating how CES might complement welfare reform efforts is to consider what welfare recipients need to achieve the goal of welfare reform: self-sufficiency. In the process of welfare reform several needs assessments at the county level have been completed. These include a STEP AHEAD needs assessment with regular updates, Local Planning Council=s Welfare Reform Action Plans, and the Family Preservation and Support needs assessments. These documents have been reviewed and those needs most appropriate to the mission of CES are highlighted in this section.

The needs that were repeatedly cited that could be addressed in part by CES were as follows:

- Mentoring
- Child Care
- Medical Care
- Life Skills Training
- Prevention - Youth Support
- Service Provider Support

Each of these areas require educational efforts as well as provision of services. As such they are areas ripe for collaborative efforts with CES and state and local service organizations. Details of these needs are as follows:

| NEED AREA | DETAIL OF NEEDS |
|---|---|
| Mentoring | ▸ on-the-job mentors<br>▸ life skills mentors |
| Child Care | ▸ greater availability of quality, affordable, and flexible child care |
| Medical Care | ▸ greater availability of quality, affordable medical care<br>▸ preventative health care |
| Life Skills Training | ▸ money management<br>▸ consumer education (especially transportation, health care, housing, and legal services)<br>▸ time management<br>▸ grooming and interpersonal skills<br>▸ self-esteem<br>▸ substance abuse<br>▸ self defense<br>▸ problem solving<br>▸ family planning and parenting<br>▸ civic and social responsibility |
| Prevention - Youth Support | ▸ alternative education for at-risk youth<br>▸ life skills training (see above)<br>▸ programs empowering youth and conveying the value of work and self-sufficiency |
| Service Provider Support | ▸ labor market information, benchmark development<br>▸ public information about welfare to increase awareness, change attitudes, and inspire community commitment and collaboration<br>▸ case management training<br>▸ training in asset development methods<br>▸ assessment tools for identifying client needs and assets |

## III. CES Programs in Need Areas

The needs detailed in the previous section are not new information to CES. In fact, several programs already exist in these areas. This section will list some of the existing programs. Several of these programs will be summarized in greater detail at the end of this section. Most of these programs have been specifically designed for low resource audiences.

| NEED AREA | CURRENT PROGRAMS |
|---|---|
| Mentoring | ▸ Mentor Mother Program*<br>▸ Mentoring...From Dirt to Donuts* |

| | |
|---|---|
| Child Care | ▸ Super Sitter Workshops*<br>▸ Improving the Quality of Child Care - making low cost developmental toys<br>▸ Development of a before and after school child care center at an east side housing cooperative in Indianapolis<br>▸ Classes on how to select quality child care<br>▸ Various child care provider training sessions<br>▸ Family Day Care Connections Newsletter for day care providers<br>▸ Exploring 4-H(for children too young for 4-H)<br>▸ School Age Child Care |
| Medical Care | ▸ EFNEP and FNP*<br>▸ Have a Healthy Baby*<br>▸ Producer through Consumer, Partners to a Safe Food Supply<br>▸ Safe Food for the Hungry<br>▸ 4-H Health Project<br>▸ HIV/STD Prevention |
| Life Skills Training | ▸ Life skills seminars with IMPACT clients<br>▸ Coping with Stress<br>▸ Being Your Best: Self Esteem for the Adult Years<br>financial management:<br>▸ Making your Money Work*<br>▸ Personal Financial Management for low income families<br>▸ Classes on basic home maintenance<br>parenting:<br>▸ National Extension Parent Education Model*<br>▸ A Child in Your Life |
| | ▸ Blue Ribbon Parenting*<br>▸ It's My Child Too*<br>▸ Court-ordered parenting classes for parents with substantiated reports of child abuse and neglect<br>consumer education:<br>▸ EFNEP and FNP*<br>substance abuse:<br>▸ Families can make a Difference |
| Prevention - Youth Support | ▸ 4-H**<br>▸ The High School Financial Management Program*<br>▸ Community Statewide Response (CSR)*<br>▸ Project GROW**<br>▸ Project LEAD**<br>▸ Workforce Preparation |
| Service Provider Support | ▸ Status of Indiana Families...Today and Tomorrow (SIFT Profiles)* |

*See the following project summaries for details
**Discussed in detail in Chapter 1, Section IV: Programs.

## Program Summaries

The **Mentor Mother Program** matches teen mothers with older mothers who have volunteered to act as a role model and resource for the teen mothers. The program trains the volunteers in communication, listening skills, and crisis intervention. It also provides them with information on community resources such as health providers, child care options, or personal support groups. Each volunteer mentor mother works one-on-one with a teen mother. They receive on-going monthly training and both members of the mentor team may attend regular support meetings.

| **PROGRAM IMPACT:**<br>**Mentor Mothers in Marshall County** |
|---|
| ▸ Six teen mothers participated and all claimed to |

have improved their parenting skills.
- There have been no cases of child maltreatment among participant families.
- One year later, participant families are still intact, financially stable, and the children are reported to be happy and healthy.

"I really don't think my daughter (a teen mother and participant) would have stuck through the first year of parenting had she not had the support and place to turn to for advice on parenting. The program helped her realize the responsibility and that she could be a good parent."

- participant's mother

Source: CES 1996 Impact Statements

**Mentoring...From Dirt to Donuts** is a partnership developed in Kosciusko County between 4-H Junior Leaders and the Boys and Girls Club. The Junior Leaders act as mentors to younger children who are considered "at risk". The mentoring occurs in the context of joint projects such as a community garden, a 4-H club, and tutoring. The 4-H Leaders plan and implement the activities and make an effort to learn about and from those they mentor.

**Super Sitter Workshops** provide formal training and practical information to young baby sitters. The topics discussed include: what to do in an emergency, what information you need to know about the child you are responsible for, proper discipline, and play activities.

**EFNEP** (The Expanded Food and Nutrition Education Program) is a home visitation program that helps low resource families establish nutritionally sound diets for their families. It teaches participants the basics of nutrition as well as food safety and how to prepare food that is both affordable and healthy. Paraprofessional program assistants, called Family Nutrition Advisors, are responsible for meeting with the families and teaching them on an on-going basis.

**PROGRAM IMPACT:**
**EFNEP in the Southwest District**

- Participants reported that their food stamps lasted until the end of the month.
- Several participants have returned to school while others have found jobs.
- Children in participating families have been less ill according to participants.
- Some participants have quit smoking and using alcohol as a result of the program.

Source: CES 1996 Impact Statements

**Have a Healthy Baby** is a prenatal education training program designed to reduce the number of low birth weight babies born to pregnant teens and at-risk adults. It covers appropriate weight gain, diet, prenatal care, infant feeding, and the impact of smoking, drinking, and drugs on child development. This program has helped reduce the number of low birth weight babies which, in turn, has resulted in a significant financial savings by avoiding the medical costs associated with low birth weight.

**Making your Money Work** is a course designed to improve financial literacy among low-resource audiences. It was developed in partnership with a local community development corporation in Indianapolis. Participants have, in the course of this program, adopted financial goals, set up bill paying systems, and regularly tracked their spending while becoming more confident in their ability to control their finances.

**The National Extension Parent Education Model** was developed in response to the difficult circumstances many parents face today in caring and socializing their children. The national parenting model consolidates the most critical parenting practices identified by CES's numerous local parenting programs. It is designed for use by Extension staff as a framework for developing their own tailored local models for educating parents, particularly low-resource parents.

**Blue Ribbon Parenting** is generally presented as an evening workshop with a keynote speaker and breakout sessions on specific parenting issues (child care is provided to enable parents to attend the program). Parenting topics include: Anger Management and Conflict Resolution, Quick and Nutritious Meals, Drug Abuse and How to Detect It, The Unmotivated Child, How to Talk to Kids so Kids Will Listen, Enhancing Your Child's Self-Esteem, and Attention Deficit Disorder and other disabilities.

A At least 70% of Indiana=s counties conduct programing addressing effective parenting practices. An estimated 150 programs are conducted each year, reaching close to 3,000 parents/adults and over 3,000 youth. Evaluations conducted in 1994-95 indicated that all participants felt they learned new information. Almost all participants reported that they either changed their behavior or planned to do so. @

Source: Purdue Department of Child Development and Family Studies Impact Statement: CES Parent Education Programming

**It=s My Child Too** is an interactive training program for young fathers. It is made up of six sessions discussing the role of fathers, child behavior, proactive and effective parenting, stress, and making responsible decisions.

**The High School Financial Management Program** is a joint program between CES and the National Endowment for Financial Education. CES provides training, a curriculum, and class materials to teachers for them to incorporate into their courses. Lessons include saving, investment, credit, and employment benefits.

**Community Statewide Response Initiative** was developed to help communities reduce the risks facing youth, such as drugs, alcohol, family breakup, and gangs. Leadership is provided by CES educators and local juvenile court judges. They lead teams of community members responsible for developing an action plan to create an environment that fosters youth and family. The Initiative provides a structured three day training program to prepare the team to manage this large cooperative project. CSR is supported by a national center at Purdue. The center coordinates training, initiates research, evaluates local CSR efforts, and introduces other states and localities to the program.

**PROGRAM IMPACT:**

Organizations focusing on teaching job skills may be better suited to offer an on-the-job mentoring program than CES. CES may instead want to focus on life-skills

**Community Systemwide Response**

- One rural county developed a community youth center and obtained grants amounting to $88,000.
- Several counties established a special 4-H club for youth on probation.
- A special program was developed to educate first-time offenders about the dangers and consequences of delinquent behavior. The recidivism rate among participants has been lower than the national average.
- A new program titled AYou Think You Have Troubles Now@ was developed to teach high school students the potential results of driving while drunk. The program has been so successful that it has been requested by the students themselves.

Source: CES 1996 Impact Statements

**Status of Indiana Families...Today and Tomorrow (SIFT)** county profiles are a collection of statistics on population, education, housing, employment, health, and income compiled annually by CES and the Indiana Business Research Center at Indiana University. The profiles are a useful reference for state and local service providers working to identify the need for or, to a lesser degree, the impact of programs. (A sample SIFT report is included in Appendix 10.)

## IV. What Needs Remain?

The sampling of programs discussed above demonstrate that CES has experience in many of the areas needed to help welfare recipients make the transition to self-sufficiency and work. There are, nevertheless, some areas not currently addressed by CES that are within their stated mission and goals. This section will identify these areas and highlight possible programs.

| | |
|---|---|
| **Mentoring Needs** | ▸ on-the-job mentors<br>▸ life-skills mentors |

mentor programs and include in these a job readiness element. Currently, CES has mentoring programs for teen mothers and at-risk youth. They might want to

consider developing a **general life-skills mentor program** specifically for IMPACT clients. The mentors could be matched with clients when they first enter the welfare system. CES could also consider a smaller scale **mentor programs for fathers**.

| | |
|---|---|
| **Child Care Needs** | ▸ greater availability of quality affordable and flexible child care |

Child care was an area of need stated by almost every county in Indiana. CES could, therefore, probably expand their current efforts in this area without duplicating the efforts of other organizations.

**Provider training** would respond to the need for quality day care and is particularly appropriate to CES=s mission and goals. An ongoing in-service training program on issues familiar to CES, such as nutrition, child development, and learning projects for youth, should be considered. **Training sessions for alternative providers**, such as their Super Sitter Workshop, could also be an important contribution to increasing the availability of child care.

**Consumer education** about child care is another area of need where CES has some experience. Programs in this area could involve educating low-resource clients on all the possible day care options available and what criteria they should use in evaluating these options. Not only would such programs provide welfare clients with important information, they would also give them an opportunity to make decisions and take on responsibility.

**Providing alternative child care options** may also be an area where CES can help low resource families. For example, youth programs and 4-H could be expanded to meet the needs of this particular population as has already occurred in some counties. CES=s community development efforts in Marion County, which led to the development of a day care center at an east side housing cooperative, could also be used as a model for future efforts .

| | |
|---|---|
| **Medical Needs** | ▸ greater availability of quality affordable medical care<br>▸ preventative health care |

**Consumer education** in finding, selecting, and paying for medical care, as well as understanding the larger health care system, is both necessary and appropriate for CES to provide. CES, through community development efforts, may also be able to help communities establish affordable new health alternatives, such as a local health clinic.

**Provider training** on how to work with low-resource audiences is also an area CES could consider. Such programs could help welfare recipients understand the health care system, while also helping the system be more open to this population.

In terms of prevention, CES already has numerous programs with this goal, some of which were listed and discussed in the prior section. In addition to these programs, however, CES may wish to consider developing materials and training programs to help families better understand health needs by age and undertake longer term medical planning.

| | |
|---|---|
| **Life Skills Training Needs** | ▸ money management<br>▸ consumer education (especially transportation, health care, housing, and legal services)<br>▸ time management<br>▸ grooming and interpersonal skills<br>▸ self-esteem<br>▸ substance abuse<br>▸ self defense<br>▸ problem solving<br>▸ family planning and parenting<br>▸ civic and social responsibility |

Life skills is an area where CES is already very involved. Nevertheless, there are a few areas that they have not addressed or could expand. These include **consumer education** in housing, insurance, legal services, public resources, transportation, and, as previously mentioned, child care and health. Given the challenges facing low-resource audiences, **long-term programs** teaching life-skills might also be more

effective than one-time workshops or the distribution of educational materials. CES should also consider expanding existing programs that rely on **peer educators working one-on-one** with families to build life-skills. CES should consider this option when developing new programs in this and other areas.

| | |
|---|---|
| **Prevention - Youth Support Needs** | ▸ alternative education for at-risk youth<br>▸ life skills training<br>▸ programs empowering youth and conveying the value of work and self-sufficiency |

As one of CES=s four main program areas, youth programs are a natural choice for CES involvement. Working specifically with at-risk youth is not entirely new to the Cooperative Extension. To continue work in this area of need, CES may only have to increase its efforts to reach out to the at-risk population. They may have to alter some of their curricula and their approach to make 4-H and other youth programs appealing and appropriate for this population. CES should continue to incorporate civic and work values in all of their programs.

| | |
|---|---|
| **Service Provider Support Needs** | ▸ labor market information, benchmark development<br>▸ public information about welfare to increase awareness, change attitudes, and inspire community commitment and collaboration<br>▸ case management training<br>▸ training in asset development methods<br>▸ assessment tools for identifying client needs and assets |

Of the needs listed above, CES=s current efforts (SIFT Profiles) should be useful in mitigating the need for basic demographic information. The expertise and structure of CES make it a logical choice for providing training in case management and assets development methods. CES could also serve as a useful clearinghouse for information and on-going training on different service options and lessons learned. An option CES may wish to consider is marketing some of their current programs to other providers with a Atrain the trainer@ component included in the package.

CES may also be able to help inform the public about welfare reform. This would naturally fall under the Community Development and Leadership program area of CES and could be done in any number of ways. All service providers must take responsibility for keeping the public informed about their purpose and activities. Collaborative, community-wide programs may therefore be the best way for CES to approach this opportunity.

## V. Evaluation of CES: Are they actually in a position to meet the needs of the welfare population identified here?

It is clear from the previous sections that some of Cooperative Extension=s current programs are relevant to welfare reform and are already being offered to low resource audiences. However, it is not clear that formal CES participation in welfare reform would be either appropriate, possible, or ultimately effective. This section will begin to evaluate how CES is currently positioned to take on an active role in moving aid recipients from welfare to work.

### Relevance to CES Mission

Purdue University CES has developed a mission statement that is reflective of their federal legislative mandate.

*The Mission of the*

*Purdue University Cooperative Extension Service:*

> The education of Indiana=s citizens through the application of the land-grant university research and knowledge base for the benefit of agriculture, youth, families, and communities.

The first responsibility of CES is to educate - not serve or oversee, but to instruct and enable people to learn. The mission then directs CES to provide this education to Indiana=s citizens. It does not qualify this instruction by initially specifying any particular group of citizens. Next, the mission requires that CES apply university research and knowledge rather than support the development of theory or pursue other traditional academic endeavors. Specifically, CES is to apply this knowledge to Athe benefit of agriculture, youth, families, and communities.@ This final charge does, to a small extent, select target populations from among the citizenry with agriculture being the most narrow.

CES involvement in welfare reform does not conflict with its mission. The educational goals of CES complement the self-sufficiency goal of welfare reform. The perspective of teaching and empowerment is more likely to lead to self- sufficiency than a pure service perspective. The previous sections illustrate that the knowledge and information needed by the welfare population is very similar to what CES has offered the general public. CES participation in welfare reform would apply this existing knowledge and challenge the university to better understand the needs of the low resource population and apply it through their programs.

## Relevance to the State=s Legislative Mandate

The State=s legislative mandate is more detailed than the Purdue University CES mission statement.

*Legislative Mandate*
*(IC 20-12-42.1)*

(1) provide and carry on educational programs in agricultural production, home economics, family living, management, public affairs, community development, and recreation;

(2) assist other university programs of education, research and assistance established for the welfare of citizens of Indiana;

(3) conduct 4-H club and other work with youth;

(4) give information and counsel to producers, distributors, and consumers regarding production, processing, and marketing and utilization of agricultural products;

(5) give counsel and technical assistance that will conserve the soil fertility and other natural resources; and

(6) cooperate with farmers, farmers= organizations, home economic organizations, and other rural and urban organizations.

Like the mission, this mandate emphasizes education and providing information for practical use. Welfare reform activities would fall under sections (1) and (3) as educational programs in home economics, family living, management, community development, and youth. In providing these programs, CES would need to cooperate with other local organizations as they are mandated in section (6). With a formal role in Welfare Reform, it is expected that CES specialists would enhance our understanding of the welfare population and share this with other interested organizations. In doing so, CES would fulfill its mandate under section (2) to assist others in serving the citizens of Indiana.

## Consistency between CES Priorities and the Goals of Welfare Reform

Given that CES=s involvement in welfare reform is consistent with their mission and legislative mandate, it is necessary to consider if such participation is compatible with the goals of welfare reform.

**Welfare Reform Goals**

The emphasis of welfare reform on self-sufficiency is consistent with CES=s educational mission. CES=s experience in Consumer and Family Sciences is also relevant to welfare reform. Together, the perspective and experience of CES should help to enhance people=s self sufficiency and help them take personal responsibility for their lives. CES participation in welfare reform also fits with their own goal of helping at-risk families in Indiana. CES can, with its extensive local and national network, also help the state increase access to resources and facilitate community partnerships.

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CES participation in welfare reform appears to be appropriate. The next question to ask is whether participation is possible given the current resources and organizational structure of CES.

## Availability of Resources

The current budget and staffing levels of the Purdue University Cooperative Extension Service were discussed in the first chapter of this report. From that review comes several important points that affect the ability of CES to contribute to welfare reform efforts. These are:

(1) Funding for the on-going operational expenses of CES has not increased with inflation in recent years.
(2) CES is becoming more dependent on Aother@ funding sources that are generally project specific and/or from private sources.
(3) As a result of funding shortfalls, CES has had to reduce the number of educators per county. In counties with two or three educators, each educator now works in two programmatic areas and there is less time devoted to any one area.
(4) Some counties do not have full-time Consumer and Family Sciences (CFS) educators and in those that do, the educator is specialized in one of three areas (See Map on page 27).

These findings are significant for different reasons. First, changes in the funding environment impact CES as an organization. For example, a shift from general to project-specific funding restricts CES=s ability to independently set and pursue priorities. Priorities are instead dictated by funding agencies and may not reflect local or state needs. This problem becomes more acute with scarcity. At this time, CES can choose to apply for projects that suit their mission but may find choice limited in the future.

Goals for the Recipient:
- employment
- self-sufficiency
- responsibility for self and family

Goals for the State:
- increase access to resources
- increase flexibility in use of resources
- emphasis on self-sufficiency
- tighten welfare requirements for eligibility
- encourage work
- encourage personal responsibility
- facilitate community participation and partnerships

Project specific funding often helps to pilot new programs that can be extremely successful. However, if on-going operational funding does not exist these projects are often discontinued when the pilot grant ends. A lack of operational funding also limits CES=s ability to employ and retain staff devoted to the organization rather than to a specific project. A high level of staff turn-over may result and the experience and connections of staff members may be lost. This is particularly a problem for CES which relies heavily on local connections and word of mouth to reach its clients. These problems, if realized, will be felt across the organization and will therefore impact CES=s participation in welfare reform.

The reductions in staff and the current distribution of CFS educators limits CES involvement in welfare reform. State-wide staff reductions have forced many counties to split educator responsibilities between two program areas. As a result, CES lacks full-time CFS educator in approximately 25% of the county offices and has no CFS educator in one county. CFS educators generally take the lead in establishing programs useful to low-resource audiences and working with other community organizations in this area. In those counties without full-time educators it is unlikely that CES will be able to make a significant contribution to welfare reform. CFS educators are specialized in one of four areas (see Staffing Levels and Distribution in Chapter 1). This specialization may limit the types of programs CES could offer in different counties.

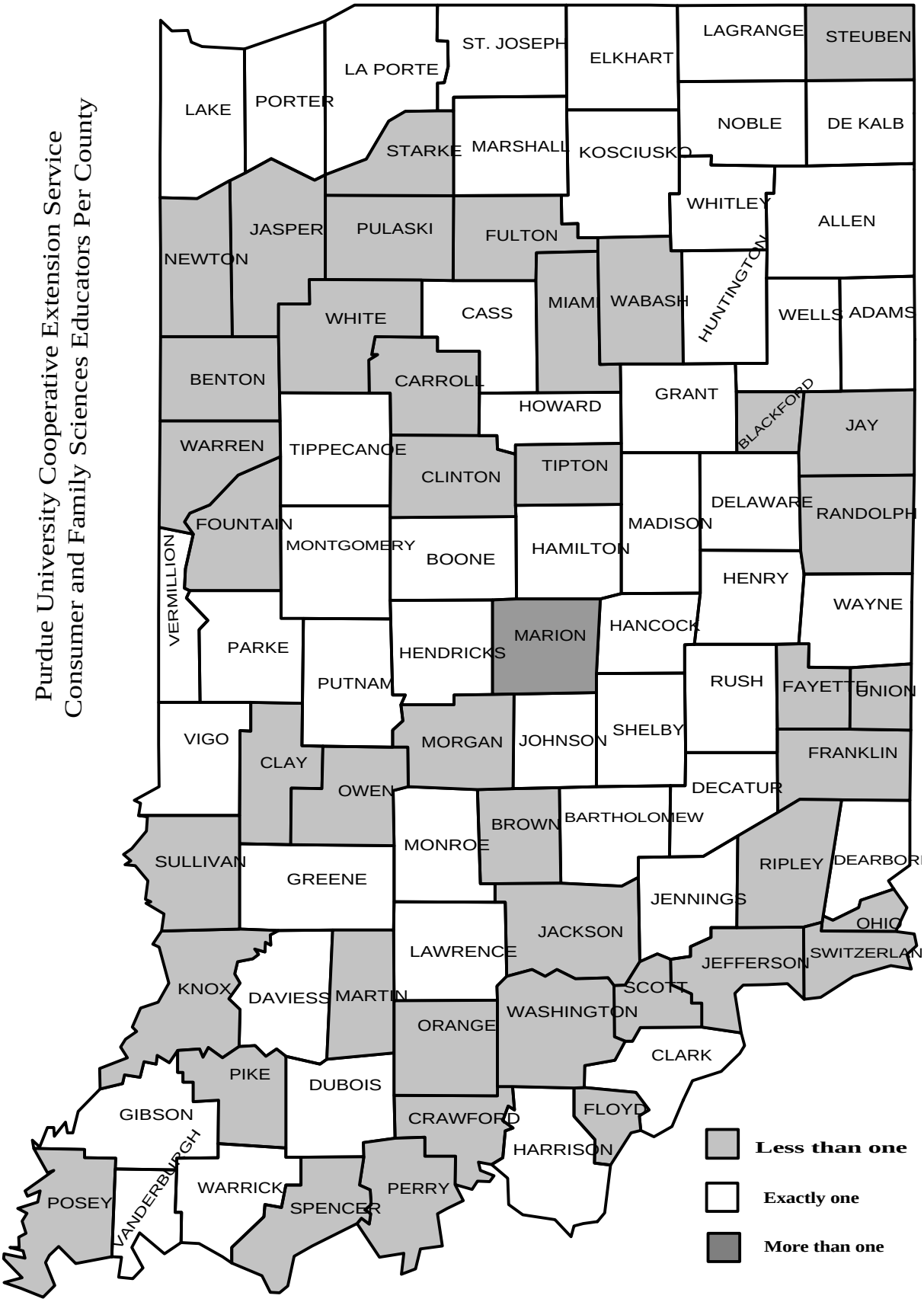
**Given these funding and staffing conditions, large scale CES involvement in welfare reform will**

**require either a shift in priorities and reallocation of money and staff or additional funding.** There may be some room for efficiency increases, however, this evaluation did not uncover any specific areas where this could occur. From a sampling of staff activity summaries and in the course of interviews, it would appear that staff are currently working at capacity. Further research, however, would be required to confirm this conclusion.

## Organizational Considerations

As an organization, is CES in a position to actively help welfare recipients become self-sufficient? To answer this question it is important to look both at the CES organization as a whole and at the specific unit within the organization that would take on the

Purdue University Cooperative Extension Service
Consumer and Family Sciences Educators Per County



responsibility to supporting welfare reform. In the case of the Purdue University CES, the Family and Consumer Sciences area would take on the majority of welfare reform responsibilities.

### The Organizational Structure of CES

The Cooperative Extension Service is both a national and a local organization. Decision making is generally decentralized with local educators making programmatic decisions within broader priorities set at the state and national level. In the context of welfare reform, this unique structure has both advantages and disadvantages.

As a state, national, and local educational organization, CES is in an excellent position to disseminate information, best practices, and new research findings relating to welfare reform. As a national network of universities and local educators, they bring together research and practice from all sorts of communities throughout the country. With their presence in all 92 counties in Indiana, CES is already familiar with the communities and organizations in their service area. They have the experience needed to identify and respond to local needs.

Yet, as a highly decentralized organization, these advantages can only be realized if they are a priority for local educators as well as state specialists and staff. Educators must be willing and have the time to seek out information and programs that could be useful in supporting welfare reform in Indiana

The decentralized structure of CES also makes it difficult to offer comparable service statewide. As discussed in prior sections, local staff specialties vary across counties, as do programs and priorities. In some counties strong ties already exist between welfare service organizations and CES while in other counties no ties exist at all between these organizations. Similarly, some counties have worked a great deal with low resource audiences while others have not. These differences may not relate to the need or lack of need for programs that complement welfare reform. These differences are not permanent or insurmountable. Moreover, consistency of service may not be necessary for reaching the goals of welfare reform that relate to CES.

Given that programs will differ between counties it will be difficult to evaluate and compare CES efforts across counties. Even if programs were standardized, evaluators will have to account for variation in outcomes due to teaching style, community characteristics, and other factors that cannot be controlled by CES. To overcome these differences counties should be evaluated on their progress towards the larger goal of self-sufficiency. This can be done, in part, by focusing on a set of broad outcome indicators of self-sufficiency and analyzing those indicators before and after a program is offered. If possible, participants should be evaluated against a control group that has not participated in the program. This sort of evaluation component should be developed at the state level with local input. While such a program does not currently exist, CES has the expertise to develop a useful evaluation system given sufficient financial resources.

The benefits of an ad hoc, informal role in welfare reform are flexibility and administrative ease.

Overall, the organization of CES does lend itself to participation in welfare reform. Their participation cannot be expected to be consistent across the state. If state-wide participation and consistency are desired, changes would have to be made in staffing and program priorities that could undermine local control. This trade off may not be acceptable to CES and is not necessary for CES to participate in welfare reform in those counties prepared to participate.

### Consumer and Family Sciences

Does CES in the Consumer and Family Sciences program area have the leadership, expertise, and approach needed to be a partner in welfare reform? This question can be answered, in part, by evaluating their current efforts in support of welfare reform. The previous sections have already shown that CES is implementing programs relevant to the welfare population. This section will consider how these programs are currently delivered and what changes might be needed for CES to formally participate in welfare reform.

Cooperative Extension programs relating to welfare reform are currently offered in an ad hoc manner. They are not tied to an overall plan of action but rather a general commitment to serving people with few resources. Programs are not the result of formal service contracts and seldom have a dedicated budget. The exceptions are the Family Nutrition Program and the Expanded Foods and Nutrition Education Program, which are both funded separately by the federal government. Informal linkages with other organizations in the community, rather than formal agreements, tend to influence programming.

Currently, educators may independently determine the form and degree of their involvement in welfare reform.

They are not overburdened with administrative and programmatic interference from outside and can select programs that take into account local conditions. Most relationships with other local organizations are informal and can stimulate new opportunities without making specific commitments. Informal collaboration is also free of the bureaucratic aspects of formal partnerships. There is little incentive for formal partnership since CES generally takes referrals and conducts programs free of charge. Because ad hoc programming is determined locally and partnerships are informal, CES can change priorities or programs relatively quickly when conditions warrant such change.

Despite these benefits, the current CES approach to welfare reform may limit their ability to help recipients move from welfare to work. While current efforts are flexible, they also tend to be reactive and uncoordinated. Programming decisions are often made according to budget and staffing constraints rather than a coherent plan of how welfare reform goals can best be achieved. Without a coherent plan, constraints on budgets and staff are unlikely to be alleviated for the purposes of welfare reform.

CES has created a Welfare Reform Committee to inform their staff about the potential role CES can play in welfare reform. The committee, made up of specialists and educators, helps counties share information, resources, and ideas about CES and welfare reform. It revises existing training programs to address methods for working with low resource audiences. The committee cannot force counties to become involved in welfare reform, nor can it dictate what programs participating counties should offer. County involvement differs significantly depending on the local educator=s expertise, their experience and ability to work with low resource audiences. Participation is also limited by the educator=s workload. The committee does not attempt to alter the current ad hoc approach to welfare reform but does try to overcome some of the difficulties of that system. Should CES decide to take a formal role in welfare reform, the existence of this committee should facilitate that change.

CES is preparing to complete their next four year Plan of Work. The current approach to welfare reform may be changed under the new plan. During the development process, local focus groups will be convened to help identify local needs and priorities. Included in these focus groups will be representatives of the local social services community. This process, along with the other research and discussions that go into the Plan of Work, may cause CES to identify welfare reform as a priority. Forty percent of local educators effort must go to the priority areas identified in the Plan of Work. As a priority, therefore, welfare reform efforts would have some of the staff support needed to develop a targeted, organized initiative.

## Appropriateness of Curricula

The general subject matter of many CES programs suit the needs of the welfare population. Yet the actual curricula and teaching of these programs may not be appropriate and effective for this client group. Welfare audiences are different from the typical CES program participant. Welfare clients will generally be required to participate in CES programs rather than choosing to so voluntarily like most CES customers. They will also face more barriers to learning and behavioral change than other clients. These barriers may include low educational attainment and drug dependence. These differences must be recognized in the curricula and teaching of a program if it is to be effective.

Some adjustments to CES programs will be needed to serve low resource audiences. Luckily, many CES programs have been developed with the low resource population in mind. These include **Have a Healthy Baby, Expanded Foods and Nutrition Education Program, Family Nutrition Program,** and **It=s My Child Too.** The past participation of unwilling or poorly prepared learners in CES programs has already stimulated changes in programs not initially designed for low resource audiences. CES has removed and altered sections of the curricula, used peer educators, and developed team teaching models. Training sessions have also been developed and offered on effective methods for teaching low resource audiences. The need to make these sorts of changes should not significantly limit the potential contribution of CES to welfare reform.

## VI. A Critique: CES=s Proposed Role in Welfare Reform

CES has put together a rough plan of how they could, with state support, enhance and coordinate their current ad hoc efforts relating to welfare reform. The plan would establish pilot projects in ten Indiana counties. This section will summarize and critique this proposal (see Appendix 11 for the actual proposal).

The CES proposal has five sections:

1. A general introduction,
2. A summary of CES programming principles,
3. A list of CES programs that relate to welfare reform,
4. A plan for program delivery, and
5. A project budget

The introduction declares that CES has experience working with low resource audiences and that as an educational organization their emphasis is on enabling people to improve their quality of life and economic well-being. The second section describes the principles around which CES programs are developed. These two sections would be more effective if they included examples to support the assertions made therein. Nothing in the process of this evaluation suggests, however, that these claims are incorrect.

The third section of the CES proposal lists a set of programs that they feel would be appropriate for people trying to get off welfare. Again, this section would benefit from more detail about why these programs were highlighted and what they offer that would be important to the welfare population. They do not discuss how these programs might be used together or how they would complement current efforts by other welfare reform providers. A number of the programs listed are cited in Section III: CES Programs in Need Areas and seem appropriate, although they may need to be revised. The proposal does not discuss the need for curricular revisions or staff training, both of which would affect the speed at which these programs would be available.

The section titled APProgram Delivery@ discusses the general approach CES would take in serving the welfare population and the structure of the proposed initiative. They briefly state that they would use a Acapacity building approach@ but do not articulate what this means or how it is achieved. An overview of effective methods for teaching people with limited resources is also included in this section. How these methods are incorporated into CES programs is not discussed. Also missing is an overall strategy for program delivery which might include a time line, a management plan, and implementation goals.

The proposed structure of the CES welfare initiative is as follows:

- 10 pilot counties will receive additional staff resources devoted to helping those on welfare become self-sufficient.
- An Advisory Committee would be established in each county to provide programming advice, organize training, and relay information to the local educators.
- One full-time specialist would be hired to advise the pilot counties on program design and teaching techniques, conduct program evaluations, and train staff. The specialist would have expertise in educational methods appropriate to people with limited resources.
- One half-time secretary would be hired to assist the specialist in coordinating the overall project.
- Five educators would be hired to help design and implement programs for welfare recipients in their county. The educators would be located in the five pilot counties with the most urban areas.
- Ten paraprofessionals would be hired, one in each county, to implement the programs offered to welfare recipients in their county.

This staffing proposal appears to balance the need for planning with program implementation. It adopts successful elements, such as the use of paraprofessionals, from current CES programs. Unfortunately, as with the other sections of the proposal, very little information is provided on why this structure was selected and what it will bring to the overall project. Moreover, an approximate number of clients CES proposes to serve with this staff is not included anywhere in the proposal. Without this information, it is difficult to judge the potential effectiveness of the proposed structure or its potential impact on the population.

The final budget section details the cost of this proposal. The cost to employ 17.5 new staff equals $427,200 while administrative costs equal $56,000 annually. Thus the total annual cost of the initiative is $483,200. The detailed budget is included in Appendix 11.

| Proposed Annual Budget | 1 Year |
|---|---|
| Personnel (17.5 FTE) | $445,600 |
| Supplies & Expenses | $56,000 |
| **Total** | **$535,370** |

In order to place this proposal in perspective, it is helpful to compare it to the cost of providing for an average family on welfare. The estimated cost of welfare support per family is $762 a month.[7]

| Average Monthly Cost of One Family on Welfare - March 1997 | Total |
|---|---|
| AFDC avg. payment/family | $237.64 |
| Food Stamps avg. payment/household | $176.19 |
| Medicaid (1 female & 2 pre-teens) | $232.50 |
| Child Care Costs avg. per family | $78.76 |
| Admin. Costs avg. cost/caseworker | $37.24 |
| TOTAL Avg. Cost of Welfare/family | **$762.33** |

These represent state, federal, and local expenditures. Annually, welfare costs, on average, would equal approximately $9,144 a year per family. Given these rough averages, the annual cost of the CES initiative is equal to the cost of direct welfare support to 52 families.

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Overall, this proposal provides a reasonable blue print for formalizing a role for CES in welfare reform. It is clear that CES involvement in welfare reform is possible and appropriate. More information is needed, however, before it is clear that CES participation will be effective.

[7] INdiana FACT, Indiana Family and Social Services Administration, March 1997

# Conclusion

The Purdue University Cooperative Extension Service is an impressive organization that actively pursues its educational mission. This evaluation has given a broad overview of the organization=s structure, budget, and program activities. From this overview a few important points stand out:

Organizational Flexibility: CES is unique in being a national organization with very decentralized decision making. Allowing significant programmatic decisions to be made at the local level has allowed CES to respond and change according to local needs. Its dedication to internal communication between local, state, and national staff has maintained consistency between its organizational priorities and local needs. If retained and fostered, this structure should allow CES to identify and respond to the changing needs of Indiana citizens.

Creative Funding Opportunities: CES faces a difficult funding environment. Public and discretionary funding is increasingly scarce. CES has begun and should continue to seek out alternative funding opportunities to maintain and enhance its current efforts. Past funding shortfalls have forced reductions in field staff, any more of which could undermine their ability to respond to local needs.

Organizational Identity: Given its funding position, the viability of CES depends increasingly on external knowledge and understanding of the organization. Yet, as a highly decentralized organization with a broad mission, expressing a coherent identity is very difficult. This will continue to be a challenge to CES and may require the development of new administrative skills.

Program Evaluation Efforts: The most important part of the CES identity should be its impact on the citizens it serves. Successful requests for funding will need to be grounded in the proven success of CES programs. Moreover, continued improvement of CES programs, and the research on which they are based, depend on understanding how and why their past effort have been successful. Such understanding requires that CES strengthen their program evaluation efforts. This will necessitate investment and long-term dedication to program evaluation on the part of CES staff and CES funding agencies.

# Appendix 1: Survey Details for the State-wide Survey and the Offices of Families and Children Survey

**I. 1997 Indiana University Spring Poll, Cooperative Extension Service Data**

Goal:
This survey was used to get an idea of how familiar citizens are of the Purdue University Cooperative Extension.

Survey Questions and Responses

Q1 First, I have a few questions about the Purdue University Cooperative Extension Service. Before this interview, had you heard of the Purdue University Cooperative Extension Service?

| PCT | N | VALUE | LABEL |
|---|---|---|---|
| 41.0 | 207 | 1 | yes |
| 59.0 | 298 | 5 | no |
| 2 | 8 | | Don=t know |
| | --- | | |
| | 507 cases | | |

- - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - -

ces1 Are you aware that there is a local Cooperative Extension Service office in your county?

| PCT | N | VALUE | LABEL |
|---|---|---|---|
| 36.0 | 182 | 1 | yes |
| 64.0 | 323 | 5 | no |
| | 2 | 8 | Don=t know |
| | --- | | |
| | 507 cases | | |

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ces2 The Cooperative Extension Service provides educational programs and consultation services to the citizens of Indiana in agriculture, community development, leadership, family and health, and youth including 4-H. Have you personally attended or participated in any Extension Service programs or received any services from them in the past three years?

| PCT | N | VALUE | LABEL |
|---|---|---|---|
| 11.7 | 59 | 1 | yes |
| 87.5 | 441 | 5 | no |
| 0.8 | 4 | 7 | family member has participated/received services |
| | 3 | 8 | Don=t know |
| | --- | | |
| | 507 cases | | |

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ces3 Has any member of your immediate family attended or participated in any Cooperative Extension Service programs, or received any services in the last three years?

| PCT | N | VALUE | LABEL |
|---|---|---|---|
| | 59 | -1 | N/A |
| 5.1 | 22 | 1 | yes |
| 94.9 | 409 | 5 | no |
| | 17 | 8 | Don=t know |
| | --- | | |
| | 507 cases | | |

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ces5 Overall, how satisfied were you with the services or programs you participated in? Would you say:

| PCT | N | VALUE | LABEL |
|---|---|---|---|
| | 426 | -1 | N/A |
| 60.0 | 48 | 1 | very satisfied |
| 37.5 | 30 | 2 | somewhat satisfied |
| 1.3 | 1 | 3 | not too satisfied, or |
| 1.3 | 1 | 4 | not at all satisfied |
| | 1 | 8 | Don=t know |
| | | --- | |
| | | 507 cases | |

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ces6 Have you used any of the advice or information you received from the Cooperative Extension Service?

| PCT | N | VALUE | LABEL |
|---|---|---|---|
| | 426 | -1 | N/A |
| 75.9 | 60 | 1 | yes |
| 22.8 | 18 | 5 | no |
| 1.3 | 1 | 7 | didn't receive info or services/doesn't apply |
| | 2 | 8 | Don=t know |
| | --- | | |
| | 507 cases | | |

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In addition to these questions specific about CES, the following demographic data was collected from the respondents including:

- marital status
- home ownership
- age
- income
- residential location (urban, suburban, small town, or rural)
- employment
- household size
- number of children in the household
- political affiliation
- education
- race/ethnicity

## II. 1997 Division of Family and Children Survey of County Directors

Goal:
The directors of the 92 county Offices of Families and Children were surveyed to determine how familiar they were with the Purdue University Cooperative Extension and what role they might envision for CES in welfare reform.

Methodology:
This survey was e-mailed to all of the OFC directors by the Director of the Division of Families and Children. A response was required and all the surveys were returned.

Survey Questions:
The following was sent to the OFC directors by the DFC Director:

AThe Legislative Services Agency is in the process of evaluating the Purdue University Cooperative Extension Services. Specifically, the evaluation will focus on the manner in which the Extension Services may be used to complement our welfare reform efforts.

Your local perspective is important to understand the current and potential role of this program in welfare reform service delivery. Therefore, the following questions have been developed for your consideration and input:

1) Are you familiar with the Cooperative Extension Services Program? _____ Yes _____No. Could you repeat its mission and explain its goals without contradicting them? ____Yes ____No.

2) What relationship, if any, do you have with the program in your county?

3) Have you referred clients to their program in the last year? ___Yes ____No. If so roughly how many? What was the number one referral reason? i.e., for what type of service? How helpful was the service to the client that was referred?

4) Have you requested information from the program in the last year? ____Yes ___No. If so, what kind? Was it helpful?

5) Have you been involved in any planning efforts with representatives from the program? ____Yes ___No. If so, what was the basis of the planning? i.e., what was it for?

6) Given what you know about the program, how do you think they might be helpful to our local efforts?

7) Are there specific services offered by the program that you would like to see more widely used in your county to serve the welfare population? ____Yes ___No. If so, which service(s)?

8) Do you believe that there is any reason to formalize a contractual relationship with the program? ____Yes ___No.

This is a survey that requires a mandatory response. Therefore, please insure that you return your response to my attention by the close of business on Friday, May 2. Please feel free to contact me if there are any questions about the survey.@

Survey responses are discussed in the body of the report (Chapter 1, Section IV) and will be furnished upon request.

# Appendix 2: Authorizing Statute

**Chapter 42.1.**
**Purdue University: Cooperative Extension Service (IC 20-12-42.1)**

IC 20-12-42.1-1 Year Enacted 1975; Year Amended 1993

Sec. 1. The office of the cooperative extension service, referred to as the service, is established in each county. Each county council shall appropriate, annually, the amount of money that the county council considers necessary to pay secretarial and clerical employees, travel expenses of the county extension educators, rent, office supplies, equipment, and incidental expenses. Each county council may appropriate additionally for salaries and other personnel costs of the county extension educators.
(Formerly: Acts 1975, P.L.240, SEC.3.) As amended by P.L.40-1993, SEC.62.

IC 20-12-42.1-2 Year Enacted 1975; Year Amended 1993

Sec. 2. Each county service must have one (1) administrator and may have other staff members in agriculture, home economics, youth, and other subject matter specialties. The director of the state service of Purdue University, with the approval of the president and board of trustees of Purdue University, shall appoint all county service personnel. These appointees are members of the Purdue University staff. When these appointments have been made, the state shall pay to the trustees of Purdue University for the state service the sums appropriated in the biennial budget to maintain staff in each county; the state service shall then pay to the county extension educators at least that sum as a part of the educator's salary.
(Formerly: Acts 1975, P.L.240, SEC.3.) As amended by P.L.40-1993, SEC.63.

IC 20-12-42.1-3 Year Enacted 1975; Year Amended 1993

Sec. 3. Each county extension educator under the supervision of the state service of Purdue University shall:

(1) provide and carry on educational programs in agricultural production, home economics, family living, management, public affairs, community development, and recreation;

(2) assist other university programs of education, research and assistance established for the welfare of the citizens of Indiana;

(3) conduct 4-H club and other work with youth;

(4) give information and council to producers, distributors, and consumers regarding production, processing and marketing and utilization of agricultural products;

(5) give counsel and technical assistance that will concern the soil fertility and other natural resources; and

(6) cooperate with farmers, farmers' organizations, home economics organizations, and other rural and urban organizations.

(Formerly: Acts 1975, P.L.240, SEC.3.) As amended by P.L.40-1993, SEC.64.

IC 20-12-42.1-4 Year Enacted 1975; Year Amended 1993

Sec. 4. All claims covering the salaries and travel expenses of county extension educators to be paid from county funds shall be submitted monthly to the state service of Purdue University for approval for matching federal funds. The county extension educators may then file any approved claims with the county auditor who shall draw his warrant on the county treasury for their payment. All claims covering other expenses of the county extension office shall be filed directly with the county auditor who shall draw the county auditor's warrant on the county treasury for payment. The county auditor shall provide an annual summary of such expenditures to the Purdue University cooperative extension service.
(Formerly: Acts 1975, P.L.240, SEC.3.) As amended by P.L.40-1993, SEC.65.

# Appendix 3: CES Programs Offered in Indiana

**Agriculture and Natural Resources**

Livestock Management
All-In, All-Out Swine Production
Pork Carcass Quality
Evaluating Contract Swine Production
Managing Livestock Waste

Alternative Methods
Canada Thistle and Johnson Grass
Changing Tillage Methods; No-Till; Conservation Tillage
Beef/Forage Integrated Resource Management
Private Applicator Pesticide Training
Integrated Pest Management for Farm, Yard and Garden, and Urban Businesses
Sustainable Agriculture

Farm Management
Indiana Confined Feeding Control Law
Farm Financial Management
Worker Protection Educational Activities (joint with State Chemist)
Food Safety
Farm Computer Club

Other
Master Gardener and Special Needs Gardening

**Consumer and Family Sciences**

Child Care / Parenting
Have a Healthy Baby
Pregnant and Parenting Teens
Blue Ribbon Parenting
Selecting Quality Child Care
Child Care Provider Training
Families Can Make a Difference (substance abuse prevention program)

Citizenship / Self-sufficiency
STEP AHEAD Collaboration (focusing on services for children)
Life Skills Seminars with IMPACT Clients
Money Management for Limited Resource Audiences
Women=s Financial Information Programs
High School Financial Management Programs

Adult Health and Elderly Care
Care giver Programs (focus on the elderly)
You and Your Aging Parent
Healthy Older People
Women and Heart Disease
Breast Cancer Awareness
Calcium for the Prime of Life

Nutrition and Food Safety
New Food Labeling Regulations
Nutrition, Food Safety, and Health

**Leadership and Community Development**

Citizenship
Leadership 2000 - Training Community Leaders
Leadership Skills
Take Charge
Education Public Policy
Indiana State Budget
Local Government Budgeting
AOD Treatment Program

Economic Development
Complying with Americans with Disability Act Requirements
Business Development
Economic Impact of the Hog Industry in Indiana
Economic Impact of the Beef Industry in Indiana
Local Economic Impact of Agriculture

Environment / Land Use
Land Use Policy Planning
Solid Waste Management
Composting/Recycling
Direct Land Application of Yard Waste

**4-H / Youth Development**

Safety and Health
ABuckle Up@
Child Care
Health and Nutrition
Exploring the Food Pyramid and Hooked on Health - Nutrition Education

Skills
Soil and Water Conservation
Space Station Indiana
Ghostwriters - literacy
4-H Cat and Small Animal
Water Riches
Animal Science - Large Animal

Citizenship
Community System wide Response
Junior Leadership
Talking with TJ - Communications/Teamwork
Citizenship
Career Directions

Legal Education to Arrest Delinquency (LEAD)
4-H Chemical Abuse Resistance Education Series (CARES)
Partners in Prevention

Appendices 4 through 11 may be obtained from:

Legislative Information Center
Indiana Legislative Services Agency
200 W. Washington St., Suite 230
Indianapolis, Indiana 46204
(317) 232-9856.